



STRENGTHENING THE CAPACITY OF REPRESENTATIVE BODIES IN VIETNAM

End-of-Project Evaluation

Final Report

UNDP Project 00059659

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VIETBID

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Acronyms

AWP	Annual Work Plan
CIDA	Canadian International Development Agency
CILIRES	Centre for Information, Library and Research
CPV	Communist Party of Vietnam
CR	Constituency Relations
CSA	Committee for Social Affairs
CSOs	Civil Society Organizations
CBFA	Committee on Budget and Finance Affairs
DANIDA	Danish International Development Agency
DPO	Detailed Project Outline
HCMC	Ho Chi Minh City
HPPMG	Vietnam – UN Harmonized Project and Program Management Guidelines
ICT	Information and Communication Technology
ILS	Institute for Legislative Studies
IPU	Inter-Parliamentary Union
M&E	Monitoring & Evaluation
MOHA	Ministry of Home Affairs
MOLISA	Ministry of Labor, Invalids and Social Affairs
MoU	Memorandum of Understanding
MTR	Mid – Term Review
NA	National Assembly
NPD	National Project Director
NPM	National Project Manager
ONA	Office of the National Assembly
PMB	Project Management Board
PPC	Provincial People’s Council
PC	People’s Council
Q&A	Question & Answer
RRF	Results and Resources Framework
STA	Senior Technical Advisor
TA	Technical Assistance
TCER	Training Centre for Elected Representatives
TNA	Training Needs Analysis
ToR	Terms of Reference
ToT	Training of Trainers
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VFMPG	Vietnam Female Member of Parliament Group
VND	Vietnamese Dollar
WU	Women’s Union

Disclaimer

This end-of-project evaluation report has been drafted by Franklin De Vrieze and Hoa To Van. It was developed in the framework of the Project 00059659 “*Strengthening the Capacity of Representative Bodies in Vietnam*”. The views expressed in this report are those of the authors and do not necessarily represent the views and opinions of UNDP Vietnam or the Office of the National Assembly of Vietnam.

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I. Executive Summary

UNDP in Vietnam began to support the institutional strengthening of the National Assembly (NA) and the Provincial People's Councils (PPCs) in the 1990s through a close cooperation with the Office of the National Assembly (ONA). The third phase of the institutional strengthening project started in 2008 and was completed by the end of 2012. It was designed around four components: policy dialogue and aid coordination; capacity development of the National Assembly in its representation, oversight and legislation functions; capacity development of People's Councils and; learning and training for elected Members and their staff.

In line with the UNDP policy on program management, an independent End-of-Project Evaluation was commissioned. The VIETBID evaluation team, contracted for this assignment, included an international parliamentary development expert, Franklin De Vrieze (Team Leader) and a national governance expert, To Van Hoa. The evaluation mission took place between 19 November and 21 December 2012.

The objective of this evaluation was to assess the implementation of the project since its start in 2008 (results, achievements, constraints), to review the effectiveness of UNDP support to the project, to analyze the relevance of project activities, and to produce an overall report on findings and lessons learned.

The evaluation has been made against the Results and Resources Framework (RRF) in the Project Document, the annual work plans, the project progress reports, findings from the Mid Term Review (MTR) in 2010, and other documents made available by the UNDP and the Project Management Unit (PMU).

The VIETBID evaluation team conducted a wide range of interviews with interlocutors both within and outside the National Assembly and the Provincial People's Councils (PPCs), and engaged with other international partners of the NA. The evaluation team visited six PPCs: Ho Chi Minh City, Nam Dinh, Vinh Phuc, Nghe An, Ha Tinh and Binh Thuan.

Based upon the analysis deriving from the assessment, the evaluation team structured its evaluation report under three main headings: (i) project design, (ii) project implementation and (iii) project management. Under the section "Project design" the evaluation team analyzed the extent to which the Project Document provided a solid and workable basis for successful project implementation. The section "Project implementation" evaluated the activities against the stated outputs and the RRF. As per the ToR of the assignment, the evaluation was based on five criteria: relevance, efficiency, effectiveness, impact and sustainability. The section "Project management" reviewed how the implementation, management and evaluation mechanisms were structured and managed.

The evaluation team identified a number of successes achieved by the project during the five years of its implementation:

- The Parliamentary Partnership Forums have been established as recognized, regular and well informed de-briefing sessions by senior NA members on the main policy issues discussed at the NA sessions. The project enacted various mechanisms for donor coordination, ready to be taken over by the ONA.
- Over the last couple of years, the governance process in Vietnam has become more consultative. The project played a substantive role in facilitating public input into the parliamentary and provincial policy making process.
- The emerging practice of public consultations in parliamentary Committees and the Ethnic Council can be attributed to the support of the project and the commitment of the NA leadership and committees. The project's methodology and sequencing of assistance was well articulated and to the point. Information collected in public consultations was used to enhance or improve legislative proposals and oversight reports.
- The project produced a series of knowledge products with a view to document the experiences gained and to provide policy input to the decision makers at the NA and PPCs: manuals or guidelines for wider use, and research papers for specific targeted audiences within the NA. The

quality of most knowledge products was good, although the process developing them suffered from considerable delays.

- The PPCs of six provinces -- Ho Chi Minh, Dong Thap, Binh Thuan, Nghe An, Bac Giang and Lao Cai – issued provincial regulations on public consultations, thus supporting the introduction of public consultation tools in a more sustainable way. All interviewed provinces, and other provinces participating in the project, confirmed their intention and commitment to continue applying public consultation tools in the coming years.
- The project has rightly prioritized institutional tools for the TCER to enhance the quality of its work and to increase the understanding of Deputies on the role and contribution of the TCER.

The evaluation team also found a number of shortcomings:

- The time available for piloting of public consultations at PPCs was too short to enable maximum impact. Interrupting the piloting by the end of 2010 carried the risk of a less than optimal result for the investments made. Continuing the piloting with the PPCs for one more year, leading to broader provincial institutionalization, would have provided a more solid basis for central level regulation and institutionalization as compared to the decision to put on hold the piloting and shift towards the finalization of the guidelines on public consultations. Nevertheless, the project's guidelines helped to ensure that the consultations were conducted consistently across participating provinces.
- While the multiplication of public consultations at the NA is recognized, obtaining precise data on the number of public consultations, and in particular which tools, applied by different committees has been a challenge. The lack of availability of these data poses a problem to the project, since it hampers the possibility to verify project progress against the RRF indicators. Recognizing the regular contacts between PMU and ONA leadership, the project could have benefited from more regular interaction between the different international STA's and the NA/ONA Leadership & committee chairpersons.
- A number of sub-components under component 2 and 3 have not been implemented. These were subcomponents dealing with issues on integrity, ethical behavior, anti-corruption, engagement with civil society, and assessing People's Councils at district and commune level.
- The project was faced with a number of management challenges, which to a large extent could have been addressed more efficiently. The absence of a well functioning Project Management Board (PMB) deprived the project of an appropriate oversight tool for Senior Management to discuss and address major issues around planning, implementation, human resources and management of the project. In case there existed a PMB with the participation of elected members of the NA and PPCs, the PMB could have played a vital role in enhancing the involvement and commitment of the elected members of Vietnam towards the project.
- More could have been done in terms of Monitoring and Evaluation and project communication.

In summary, the VIETBID evaluation team is of the opinion that the project has played an important and strategic role in enhancing the functioning of the NA and PPCs between 2008 and 2012, while recognizing that some issues could have been addressed more efficiently. The evaluation team hopes that this report will provide both broad and more focused guidance to the National Assembly and the UNDP in the design and implementation of the successor projects.

II. Introduction to the ONA project

UNDP in Vietnam began to support the institutional strengthening of the National Assembly (NA) and Provincial People's Councils (PPCs, local assemblies) since the early 1990s through a first cooperation with the Office of the National Assembly (ONA). In 2003, UNDP started a first five-year project, "Strengthening the Capacity of People's Elected Bodies in Vietnam" (Phase II), cost-shared by Switzerland, Canada, the U.K., and Ireland.

A new 5-year project "Strengthening the Capacity of Representative Bodies in Vietnam" (Phase III) started in January 2008 as a continuation of the previous project. It was designed around four main components: policy dialogue and aid coordination; capacity development of the National Assembly in representation, oversight and legislation functions; capacity development of People's Councils and; learning and training for elected Members and their staff. The project overall objective consisted of:

- Long-term objective: A system of governance based on the key principles of accountability, transparency, participation and equity, and consistent with the rule of law and democracy.
- Short-term objective: Enhanced capacities of the National Assembly and Provincial People's Councils to perform representative, legislative and oversight functions entrusted to them.

In 2010, the project was subject to a mid-term evaluation (MTE), conducted by the same persons constituting the current VIETBID evaluation team for the end-of-project evaluation.

III. The end-of-project evaluation mission in 2012

3.1. Evaluation objectives

As requested in the ToR, the VIETBID evaluation team has assessed the achievements, results, outputs and constraints of the project implementation during the project's last five years. The assessment was made against the logical framework or results and resources framework (RRF) in the Project Document, annual work plans and the recommendations from the MTR in 2010.

In reviewing the implementation of the project, the evaluation team looked at the organization of the planned activities as well as their impact on the functioning of the NA, the service delivery of the ONA to the MPs, the outreach of the NA and the effectiveness of the input of external stakeholders through, for instance, the public hearings and public consultations. The evaluation team reviewed the piloting of the project's methodology and to what extent this has facilitated a more general pattern in the overall functioning of the NA or the PPCs.

Based upon the findings of the MTE, and in line with the United Nations Evaluation Group's (UNEG) Standards, the VIETBID evaluation team also reviewed *"what evaluation follow-up mechanisms exist that ensure that evaluation recommendations are properly utilized and implemented in a timely fashion and that evaluation findings are linked to future activities."*¹

3.2. Structure of the evaluation report

The evaluation team has structured its review, and the final evaluation report, under three main headings: project design, project implementation and project management.

Under the section 'Project design', the Project Document and the implementation framework as established at the start of the project were reviewed. The team analyzed to what extent the Project Document has provided a solid and workable basis for successful project implementation.

The section 'Project implementation' evaluated the activities against the stated objectives in the four program components: policy dialogue and aid coordination; capacity development of the National Assembly in its main functions; capacity development of People's Councils; and learning and training for elected Members and their staff.

The section 'Project management' reviewed how the management, monitoring and evaluation mechanisms have performed.

Due to the specific national context of the political system in Vietnam, the report includes a contextual chapter on institution building and governance in Vietnam (next chapter of the report). At the end of the report, there is a conceptual chapter discussing the lessons learned from this project.

3.3. Criteria for the end-of-project evaluation

The VIETBID evaluation team conducted the evaluation in an objective, impartial, open and participatory manner, based on empirically verified evidence that is valid and reliable.² The team applied the following criteria of evaluation:

- **Relevance:** Evaluate the logics and unity of the process in planning and designing the activities for supporting the National Assembly and People's Councils.
- **Efficiency:** Evaluate the efficiency of the project implementation, the quality of the results achieved and the time/political constraints.
- **Effectiveness:** Conduct an assessment of the management decisions vis-à-vis the cost effectiveness; and to which extent the project outputs have been effectively achieved; evaluating to which extent the UNDP Country Office and the project staff effectively managed the project and all inputs (money, staff, human resources).

¹http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22

²See: UNDP *Handbook on Planning, monitoring and evaluating for results*, New York, 2009 (revised: 2011), 232 pp. <http://web.undp.org/evaluation/handbook>

- Impact: Evaluate the overall impact of the project and its contribution to the development of the NA and PPCs (short term).
- Sustainability: Assess the sustainability of results with specific focus on national capacity and ownership over the process (long term).

The project's results have been rated for each of these five aspects. For each of them, an indicative mark between 'low' and 'very high' was given, based upon the evaluation conducted for each of the four program components, and with a narrative justification.

A mark 'low' means that the set of activities under that output did not meet the requirements in terms of one of the five criteria (relevance, efficiency, effectiveness, impact and sustainability). A mark 'medium' means that the set of activities under that output only partially met the requirements in terms of the stated criteria. A mark 'high' means that the set of activities under that output fully met the requirements in terms of the criteria reviewed. A mark 'very high' means that the set of activities under that output exceeded the requirements for the stated criteria (relevance, efficiency, effectiveness, impact and sustainability).³ The evaluation resulted in an 'evaluation chart' for each of the four main program components.

3.4. Methodology for the end-of-project evaluation

In order to conduct the end-of-project evaluation, the evaluation team applied a multi-dimensional methodology.

- Through desk-review, the VIETBID evaluation team obtained in-depth knowledge and understanding of the documented contents and activities of the project. There were three types of documents reviewed: project annual progress reports; knowledge products such as research documents, manuals and guidelines; and activity reports and evaluations. The desk review also considered the relevant legal framework (Constitution of Vietnam, Rules of Procedure of the NA, party decisions of the CPV), the programming documents on the "ONE UN joint programs", and external assessments on the NA. Conceptual back-ground documents during the desk review included relevant policy documents on parliamentary development such as the "UNDP Strategy Note on Parliamentary Development" (2009)⁴, the "EC Reference Document on Engaging with Parliaments Worldwide" (2010)⁵, the "IPU Parliamentary Self-Assessment Toolkit" (2008)⁶ and Standards for Democratic Parliaments (2010)⁷.
- The evaluation team conducted in Hanoi a series of structured interviews with chairpersons, Deputies and staff of the NA committees and Ethnic Council involved in the project, leadership of ONA, TCER, CILIRES, experts and authors of reports and knowledge products, trainers and resource persons, development partners to the NA. The evaluation team also interviewed UNDP CO senior staff, the NPD, NPM, the current STA, the previous STA (via Skype), and international experts which were engaged with the project.
- The evaluation team also visited six provinces, two from the North (Nam Định and Vĩnh Phúc), two from the Centre (Nghệ An and Hà Tĩnh) and two from the South of Vietnam (HoChiMinh City and Binh Thuan).⁸ The rationale for the selection of the six provinces was as follows. There were 21 provinces invited to participate in the project activities. Sixteen of those provinces participated in public consultation activities; the other five in constituency relations activities. The selection must

³ An example of ratings given for each of the evaluation criteria to parliamentary strengthening projects, can be found at: MURPHY, Jonathan, *Strengthening Effectiveness and Transparency of the Parliament of Georgia, Project Evaluation and Formulation*, London / Tbilisi, August 2008, 32 pp.; DE VRIEZE, Franklin & BEECKMANS, Ruth & AHMAD, Raza, *Evaluation of the UNDP Parliamentary Project in Pakistan and Recommendations*, October 2012, Brussels / Islamabad, 77 pp.

⁴ http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/parliamentary_development/parliamentary-development-strategy-note-.html

⁵ http://www.europarl.europa.eu/pdf/oppd/Page_8/engaging_and_supporting_parliaments_en.pdf

⁶ <http://www.ipu.org/pdf/publications/self-e.pdf>

⁷ <http://www.agora-parl.org/standardsfordemocraticparliaments>

⁸ The profile of interlocutors met in each province: standing members of the PC; supporting staff of the PC; relevant stakeholders, including members of the local Father Land Front.

take into account the relative proportion, i.e. four of the selected provinces have done public consultations (Nam Dinh, Nghe An, HoChiMinh City and Binh Thuan) and two constituency relations (Vinh Phuc and Ha Tinh). During the time of the evaluation mission, the PPCs were preparing for the final year session so they were rather busy to meet with the team. Therefore the selected PPCs are those who have good cooperative relations with the project's PMU so that they can be flexible and eager to receive and spend time with the team. All six provinces have got such relations with the PMU. There was a balance of "old" and "new" provinces as participants to the project, i.e. those have been participating since the beginning and those recently. HoChiMinh City, Binh Thuan, Ha Tinh, Nghe An and Vinh Phuc are 'old' participants while Nam Dinh is rather 'new'. There were also included provinces where project's activities have gained sustainability, when the provinces conduct consultations from their own budget: HoChiMinh City and Binh Thuan.

- The evaluation team also attempted to collect quantitative information on the impact of the project's initiatives. As discussed further in the report, this has been achieved to a certain extent, though not completely.
- The team also observed one of the key project activities taking place during the time of the mission: the Parliamentary Partnership Forum on 22 November 2012, as discussed in the section on component 1 of the project.
- Finally, the VIETBID evaluation team presented its preliminary findings at a validation workshop on 13 December 2012, which included the UNDP Country Office and the PMU. The validation workshop provided comments and opinions on the main findings, which were incorporated in this report.

3.5. Challenges to the end-of-project evaluation

The first conceptual challenge for the evaluation of the project was the attribution question: to what extent can one attribute a change in parliament's functioning to an intervention by a project? Experience in other countries and in other parliamentary strengthening projects indicates that neither the implementation of specific activities nor the expenditure of resources is necessarily or unidimensionally correlated with parliamentary strengthening. This is largely due to the large number of intervening variables in parliamentary performance. Choices by the country's leadership and parliament's decisions can have a decisive impact on project implementation. Therefore, there is no substitute for nuanced policy and conceptual analysis. For instance, the way how the project supported public consultations in 16 PPCs and how its best practices prepared the ground for provincial and country-wide regulations has been assessed by the evaluation team, as discussed further in this report.

A second challenge for the evaluation was to accurately review the sustainability of the project's achievements. This means one has to assess the ability of supported activities and functions to continue after the project ends. In order to do so, the evaluation team reviewed to what extent the project has focused on structures and procedures beyond individual activities and workshops. Lessons learned from the evaluation of other parliamentary projects indicate that specific activities can be sustained by an institution such as parliament if the capacity building project has managed to ensure that the appropriate organizational structures and procedures have been put in place by parliament and are observed. The success of such approach depends on the level of national ownership. In this context, it was noted that the project has developed several manuals and research reports, played an important role in supporting provincial regulations on public consultations, and conducted research which was relevant on the issues decided in NA resolution 27 of June 2012.

A third challenge was the ability to get substantive information on the management arrangements and their application in practice. The evaluation team has analyzed in a neutral, impartial and factual way the management challenges, including through one-on-one or personal interviews with the staff.

IV. Context: Institution Building and Governance in Vietnam

1. The National Assembly (NA) of Vietnam is an institution in transition from what was once a largely ceremonial role to that of an active participant in the nation's decision-making. The status and role of the NA is expected to change further after a new Constitution is adopted in 2013 and a new organizational law on the National Assembly is completed. Like most new and reformed legislatures, much of the legislative and oversight work has gradually shifted from the plenary meetings to the committees.

2. The National Assembly has some distinct features that affect its work. Some 67% of members are part-time legislators. Most of the Deputies hold other jobs, many within the government. The NA meets in month-long plenary sessions, held semiannually. Between sessions, the Standing Committee and the permanent members of the committees carry on the work of the NA. The permanent members of the committees work with government ministries and agencies, carrying out oversight and revising legislation. They also conduct field hearings in the provinces. The part-time Deputies are also expected to participate in some committee work between plenary sessions.

3. In June 2005, the Politburo issued Resolution 48 on the legal system development strategy until 2010 with the vision until 2020, which points out several shortcomings of the present Vietnamese legal system such as *"gaps and inconsistencies in the laws, substandard quality of legislation; inadequate review and analysis of pending legislation; slow passage of legislation; slow and uneven implementation of the laws; ineffective dissemination of the laws; and inadequate institutions for the implementation of law"*. To deal with those shortcomings, Resolution 48 calls for a number of measures, among those *"To improve the level of knowledge and working capacity of the National Assembly. To increase by an appropriate ratio the number of full-time MPs who have sufficient legal knowledge; to set up a mechanism to ensure implementation of the right of Members of the National Assembly to initiate legislation; and to bring into play the role and responsibilities of the Ethnicity Council and National Assembly's committees in the preparation and review of law and ordinance proposals. To continue the gradual reform of the debate and adoption process for laws and ordinances."* It could be observed that this policy document of the Politburo is the most important document to influence the context of the development of the NA until now.

4. In 2008, the National Assembly issued resolution 26/2008/QH12 introducing a pilot project on new structure of local councils. According to this resolution, the pilot project is introduced in a number of cities and provinces, whereby there would be no people's council at the district level and urban commune level. It is planned that after the pilot project this new structure of local councils will be introduced nationwide.

There are several events and elements that feature the changes of the context of the development of the National Assembly during the lifespan of the project.

5. In January 2011, the XI National Congress of the Vietnamese Communist Party was held in Hanoi. The political documents of this congress, namely the revised Party Platform, the Socio-Economic Development Strategy 2011-2020 and political report, all stress the need and importance of further strengthening the role and capacity of the NA. The political report of the Congress calls *"to the reform of the organization and operation of the National Assembly, the highest body of state power. To improve the NA deputy election mechanism so that voters select and vote for the most qualified deputies. To improve the capacity of NA deputies, increase properly the number of full time deputies; reformulate the relation between deputies and constituencies. To reform and improve the performance of the Ethnic Council as well as committees of the National Assembly, empower the council and committees the right to interpolate. To promote democracy, transparency and dialogue via hearings at the NA forums."* As for the people's council, the Congress' document calls for *"the further reform of local councils. To improve the performance of local councils and committees."*

6. In May 2011, an election was held for the new terms of National Assembly as well as people's councils at all levels. At this election, approximately 2/3 of MPs and PPC deputies are newly appointed. New leaders of the NA are selected. At the NA council and committees, most of chairpersons and deputy chairpersons are also new.

7. In November 2011, the NA's Standing Committee adopted a resolution to apply some measures to improve the performance of the NA and its council and committees. In June 2012, the National Assembly replaced this legal document with one of its own, Resolution 27/2012, which regulates the same issues. By this regulation, the National Assembly encourage the application of measures and tools by the NA's council and committees to strengthen relation with constituencies as well as promote the practice of hearing, in the name of "explanatory conference". Resolution 27/2012 explicitly mentions the possibility for members of the NA to introduce a private member bill. To what extent this might reinvigorate the parliamentary work is to be seen in the years to come.

In general, the spirit of the two recent documents is to enhance further the role of the National Assembly and strengthen the capacity of this supreme state organ as well as its subordinate council and committees.

8. In August 2011, the constitutional revision process started. At the moment, a number of important changes are being discussed among those the promotion of human and fundamental rights, democracy, people's sovereign and also the role of the National Assembly, as the national Legislature. It is planned that the revised constitution will be adopted in October 2013.

V. Project Design

The chapter on project design will review the degree to which the Project Document provided a solid and workable basis for successful project implementation in the 5 years of project implementation. The evaluation of the project design will follow the structure of the Project Document as agreed between UNDP and the ONA in 2008. The evaluation of the project design will thus review the context and project justification; project rationale; project objectives and outputs; budget information and government financial contribution; management arrangements; monitoring and evaluation; risk assessment; project sustainability; cross cutting issues; and the results and resources framework.

5.1. Context and project justification

Considering the institutional context in Vietnam, a well elaborated situation analysis is an important asset at the start of the project. It enables to position the project better and to prepare for a more strategic planning of project interventions.

The 2012 evaluation team considers that the 2008 Project Document includes a well written situation analysis. It provides a well elaborated justification for the project. This section of the Project Document speaks about the increased relevance of the NA and the increase of legislative and oversight activities at the time of writing (2007-2008). Some challenges towards a better performing NA are listed, such as the increasing demands on the Deputies to keep abreast with the rapid economic growth in the country, the high turn-over by 70 % of new Deputies and the lack of time for most Deputies. It is stated that the NA Deputies require practices and procedures to better solicit the interests and concerns of the public and that there is need for institutionalization of consultations and citizen-representative interaction in order for these practices and procedures to have a lasting effect.

The Project Document highlights that PPCs are faced with an increasing burden of responsibility, while there are even fewer full time Deputies (5 %) at the PPC as compared to the NA. It is said that Deputies are concerned about the lack of access to concise analytical information for decision making and the low capacity of their support staff. The Project Document recalls that the establishment of the TCER in 2005, though it is facing considerable challenges to fulfill its mandate.

5.2. Proposal rationale

The Project Document mentions that the rationale for the project is based on two grounds: the priorities of the donors and the capacity of the national counterpart.

Firstly, as far as priorities of the donors is concerned, reference was made to the One UN Plan (2007-2010) and the achievements and lessons learned from the second phase of the project “Strengthening the Capacity of the People’s Elected Bodies in Vietnam” (VIE/02/007). Because the third phase of the project is larger in scope and volume than its predecessor, so explained the Project Document, this will require enhanced planning, management and implementation capacity within the project. As part of the priorities of the donors, the Project Document elaborates in detail on the need for an integrated gender equality strategy.

The rationale for the project is, secondly, based in the capacity assessment of the national counterpart. This part of the text is rather short, stating that ONA has been the executing agent of UNDP’s support to the NA for more than ten years and, as such, is very familiar with UNDP procedures and processes. Despite the close partnership between the ONA leadership and the UNDP, the Project Document raises a number of concerns, based upon the cooperation so far. Concerns are that the implementation of activities has not always followed the agreed work plans and that some activities have been found to be ad-hoc. To overcome these concerns from the past, the drafters of the Project Document suggested specific mechanisms to strengthen the implementation capacity of the ONA, such as enhancing project management capacities and resources by locating all project staff in one common premise and ensuring more regular consultation with senior authorities of the NA to ensure the feasibility of agreed plans and sensitive activities and to avoid last minute changes or ad hoc activities.

Further in this report, the 'management' chapter will analyze to what extent these mechanisms have been put in place. In any case, the experience from the second project phase motivated the drafters of the Project Document to explicitly foresee these mechanisms in the project's third phase.

5.3. Project objectives and outputs

The objectives of the project are clearly stated in the Project Document, and they are specified as long-term and short-term objectives. Then the four outputs are listed. The Project Document foresees in a narrative paragraph describing the main content under each of the project outputs.

However, a more detailed description of the main activities under each output or component, as is the case in other UNDP parliamentary project documents, would have been useful. The current Project Document only has a Results and Resources Framework, which provides some basic information, but is not sufficient to enable the reader to have a correct understanding of the content of the different activities under each of the four outcomes. A more detailed description of each of the main activities under each output would have helped to ensure that activities are clearly linked to stated objectives. This in turn would have helped in the design of the Annual Work Plans, avoiding that the same or similar activities are structured under different outcomes over the years, as has been the case now.

5.4. Budget information and government financial contribution

The Project Document provides information on the project budget on pg. 12 and pg. 76-77. Under the first section "Budget Structure" (pg. 12), some generalized figures are provided according to categories such as technical assistance, equipment, training, sub-contracting, administrative costs, M&E. It is understood that these categories refer to ATLAS budget codes and give a useful insight into allocation of resources accordingly.

More detailed information on the draft indicative budget by components is foreseen in the annex on pg. 76. The amounts per component and per year are presented. The amounts of the above mentioned categories are incorporated in the budget for each of the four components. For instance, administration and salary costs are incorporated under the budgets for the four components, rather than in a separate 'administration component'. This is the appropriate approach, since one cannot implement the activities under each component without fully incorporating staff and administration costs.

Although the one page overview budget table is useful, a more detailed budget breakdown for each of the components should have been attached to the Project Document, so that the reader can analyze what counts up to the specific amounts for each component. The current "Draft Indicative Budget by Components" does not enable the reader to identify per component the budgetary allocation for e.g. technical assistance, staffing costs or sub-contracting. Even if the draft budget is indicative, a further breakdown would have provided the basis for a multi-year budget planning which reflects the programmatic planning. The current "Draft Indicative Budget" provides no insight into the multi-year budget planning as reflection of the programmatic planning. If that would have been the case, the design of the annual work plans and their budget calculations would have been more streamlined.

The 2012 evaluation team identified an anomaly in the "Draft Indicative Budget". While the project document covers the period from 2008 to 2012, the budget table allocates 471,000 USD to the year 2007, based upon allocations per project component: 48,000 USD for component 1 in 2007, 121,000 USD for component 2 in 2007, 115,000 USD for component 3 in 2007 and 185,000 USD for component 4 in 2007. Although the Project Document does not provide any rationale for the budgeted 471,000 USD for 2007, the 2012 evaluation team learned from UNDP staff that the Project Document was drafted in 2007 with the expectation that the Project Phase II would end in September 2007 and that Phase III would continue from Q4/2007. However, the Project Document approval process for the Third Phase was prolonged and the third Phase only started as of January 2008. Therefore, following the end of the second phase and prior to the start of the Third Phase some ad-hoc activities in Q4/2007 occurred.⁹

⁹ The signed AWP (signed between ONA and UNDP) for the Third Phase covered 2008-2012. UNDP did not revise the Project Document as far as the 2007 budget amount is concerned. Also in UNDP's finance system, there's no budget reserved or spent in 2007 for Phase 3.

The information on pg. 77 provides an insight into the government financial contribution to the project, which count for 320,000 USD or 4.2 % of the total project budget, and includes in-kind and in-cash contributions. Firstly, it is most appropriate and welcome that a monetized contribution from the national counterpart has been included in the project overall budget. This is a good practice. A financial contribution of the beneficiary to the project enhances the national ownership and commitment to the project. Secondly, the largest part of the government in-cash contribution consists of office space, maintenance, electricity, running costs of cars, etc. while the in-kind contribution consists of the salaries of the part-time NPD, part-time Deputy NPD and the assistants. Since the project office was closed by Summer 2011 (one and half year early) and hence the period during which rent was paid thus shorter, the actual budget contribution by the government was probably different, if original figures in the overview table of the government financial contribution were realistically estimated when preparing the project budget. The PMU informed the evaluation team that all 320,000 USD government contribution was spent by end of 2012.

5.5. Management arrangements

The Project Document describes quite in detail the management arrangements. The drafters of the Project Document had a clear vision of what is required to ensure smooth implementation of the project. It was planned that ONA will ensure that one Project Office be established where all project staff will be based. The staffing table foresees in a team of nine national and four international staff. Job Descriptions for the different staffing positions have been attached to the Project Document.

Based upon the information included in the Project Document, some questions can still be raised. A staffing table of nine national and four international staff is very large in comparison with similar size UNDP parliamentary projects in other countries. However, it is understood that such large staffing table was required in order to have the capacity for a full roll-out of the project in the provinces and with a large number of Committees in the National Assembly. It would probably have been useful to stipulate that the number of support staff was contingent upon the inclusion in the Annual Work Plans of the actual roll-out of the program in a considerable number of provinces and committees.

While it was foreseen to have two Deputy Project Managers, there was only one generic Job Description for a Deputy Project Manager while the different areas of responsibility for the two Deputy Project Managers were not clarified. For the area of finance and administration, five staff persons were foreseen in the staffing table. Although no justification for such large pool of finance and admin staff was given, it is understood that it was related to the full roll-out of the work in the provinces. The Project Document mentions a number of other positions: National Communications Specialist, National Parliamentary Specialist, National Training Specialist. A more elaborated introduction on the role and responsibility of each of these persons in supporting the implementation of the four project components would have been useful.

The Project Document rightly states that *“the capacity of the project to implement activities of a high quality and according to agreed work plans is directly linked to the presence of a strong project team and an effectively managed project office.”* The problems and delays in recruiting project staff, which we will discuss under the chapter ‘Project management’ clearly affected quality project implementation, despite the outline of an extensive project team by the drafters of the Project Document.

The Project Document foresees a Project Management Board, headed by the National Project Director and including a senior representative of UNDP and the cost-sharing donor agencies. The Project Management Board would meet at least twice a year to review progress and take decisions as required to facilitate the implementation of the project. The Project Management Board would approve the annual work plans prepared by the project and take decisions on mid-year changes in project activities or financial allocations, if any.

It is to be welcomed that the Project Document details the composition of the Board, the frequency of its meetings and its main responsibilities. Best practice might allow for further details on the number of Deputies and senior staff in the Board and the reporting arrangements of the Board. As is standard corporate policy of UNDP, the Management Board has an important role to play in terms of providing

guidance and ensure accountability for quality implementation. The non-constitution of the Board throughout the lifespan of the project has deprived the project of an important instrument of monitoring and evaluation, as will be discussed further in the chapter 'management' of this report.

Also under 'management arrangements', the Project Document speaks about the Annual Work Plans, the communication strategy of the project, coordination with NA/ONA agencies, and project coordination including daily briefings and discussions between the Senior Technical Advisor, the National Project Manager and the UNDP Project Officer, as well as weekly Project Coordination Meetings between UNDP and the Project staff. Again, the level of detail of the coordination planned for by the drafters of the Project Document is to be commended. The lack of execution of these management arrangements might have contributed to the weak remedial actions by the project at the time when challenges to implementation occurred.

5.6. Monitoring & evaluation

The Project Document outlines the different reports and monitoring instruments to be produced, such as: Baseline Studies, Quarterly Project Progress Report, Annual Project Progress Report, Annual Project Review, Project Visits or Fields Visits, Training evaluation forms, and Financial Reports. In terms of evaluation, a Mid-term review is foreseen as well as an external financial audit after completion of the project. These are standard provisions for UNDP project design.

There are however some gaps. The project implementation would have benefitted from a more detailed design of the process how annual work plans are to be prepared, in particular the consultation of the beneficiaries, including the NA Deputies, researchers, trainers, in the priority setting of capacity support. The Project Document remains silent on the way how Deputies of the NA are involved in the project planning. In addition, it would also have been useful to stipulate that the structure of annual work plans and of the annual progress reports should follow the structure of the Results and Resources Framework. This would have enabled more clear project monitoring of project implementation.

The evaluation section of the Project Document is rather short, mentioning the MTR as the only concrete evaluation instrument. Additional reference could have been made to the role of the Monitoring and Evaluation Officer / Office of the UNDP CO, and to the way in which the Senior Technical Advisor will conduct monitoring and evaluation throughout the life-span of the project.

5.7. Risk assessment

The 'risk assessment' contained in the Project Document is an important instrument to assess in advance what can hamper project implementation, and what mitigation measures the project needs to take. Most UNDP parliamentary project documents have a well-elaborated risk-log annexed to the Project Document. The risk-log for this Project Document mentions four risks: a) implementation difficulties due to expanded scope of support; b) lack of coordination among donors-assisted projects; c) lack of available national training expertise; d) and high expectations on the progress and impact of the project.

While it is positive that the Project Document has foreseen in a risk-log, the proposed mitigation measures, in retrospect, could have been more specific. For instance, the risk "lack of available national training expertise" has as a stated countermeasure "Project activities will be initiated to address the need for training of trainers and provide for institutional arrangements between the ONA and training institutes. Policy dialogue will continue to encourage and promote the development of a quasi market of trainers and training institutions throughout the country and region", without addressing how to overcome any potential problems or delays with recruitment. In addition, it would have been useful to discuss how the proposed countermeasures would be acceptable for the national counterpart.

Some of the main challenges to project implementation were not anticipated as risks at the start of the project, and subsequently no counter measures were foreseen. Examples are some administrative procedures such as the financial regulations by the ONA Financial Department, which delayed for nine months disbursement of funds to the provinces in 2010, and the need to adjust to the HPPMG. While the details of the challenges by these administrative procedures could not have been predicted, the possibility that procedural issues would cause challenges was real. In a similar way, changes to the

national counterpart contribution to the project, the slow decision making process in the NA or changes in the leadership of the project or key counterpart agencies, and could have been included in the risk assessment.

5.8. Project sustainability

Best practice in project design requires a discussion on the issue of the project's exit-strategy, that is how the project expects to wrap-up at the end of its scheduled closing date, and what that means for the project partners. Discussing an exit-strategy also implies detailing how the sustainability of project results will be assured.

The 2012 evaluation team found that a sustainability policy is discussed rather briefly in the Project Document. Reference is made to the establishment of the TCER and the project's efforts to ensure it has the capacity to deliver the training required by the NA, ONA and PPCs. The sustainability clause with TCER could have been more specific by suggesting an TCER institutional review towards the end of the project period and by recommending inter-institutional partnerships and cooperation with like-minded parliamentary training institutions in other countries.

In a more general sense, the chapter on project effectiveness and sustainability could have elaborated further by describing the steps required to sustain public hearings, consultations and constituency relations through the institutionalization of these processes; and the required steps by the UNDP CO to make the knowledge products of the project available after the closure of the project.

5.9. Cross cutting issues

The Project Document has no specific section on how to address cross cutting issues such as gender or civil society involvement. Although support to the Women's Parliamentary Caucus is foreseen in the Results and Resources Framework under Output 1, there is no distinct approach to gender-mainstreaming in the project activities in terms of support to legislation, oversight or research priorities. Outreach to the general public and/or CSOs, another cross cutting issue, is implicitly covered through the components two and three.

Given the political context of Vietnam (limited experience with involvement of civil society in public hearings and consultations and the decreasing number of women in elected positions), it would be preferable for the Project Document to mainstream such cross-cutting issues in project activities, as is the case in most other UNDP Project Documents for parliamentary strengthening.

5.10. Results and resources framework

The Results and Resources Framework (RRF) is a comprehensive overview matrix, outlining the intended outputs, indicators, baselines, targets, indicative activities, related One UN Plan outcomes. It is based on a UNDP standard format. The RRF is the operational guide for project implementation and the basis for drafting the Annual Work Plans. The Project Document includes the 24 pg. RRF as annex.

The 2012 evaluation team developed a related activity matrix of completed activities during the course of the 5 year project. The activity matrix summarizes project implementation against the initial RRF, and it has been annexed to this evaluation report.

The 2012 evaluation team carefully analyzed the initial RRF from the point of view of its capacity to provide guidance to the project implementation. Although substantial efforts have been made to make the RRF as comprehensive as possible at the time of drafting, the evaluation team also identified a number of gaps and un-clarities.

Each of the four components has a set of indicators. Indicators help to determine the extent to which the project is achieving the expected results. They are a means of measuring what actually happened against what was planned in terms of quantity, quality and time. The RRF includes mostly measurable indicators, such as 'number of anticipated policy consultations organized between the leadership of the NA and high level representatives of the donor community' (1.1.2). Some of the indicators are very hard to track and would require a very comprehensive quantitative monitoring system, which is unrealistic; for instance for the indicator 'increase in the hours per month that Deputies, particularly full-time

Deputies, devote to constituency work' (2.1.2). The 2012 evaluation team appreciated that the indicators are mostly related to performance of the PPCs or NA (e.g. number of key local decisions by People's Councils consulted with NGOs and CSOs – 3.5.1) rather than project indicators (e.g. number of trainings or number of participants). However, not all indicators in the RRF are concrete or verifiable. In addition, they are not always inserted under the column 'indicators' and can be found more often under the column 'level'. Finally, the monitoring and evaluation section of the Project Document remains silent on the way in which the project intends to collect the quantitative data to verify the indicators. Therefore, it is advisable that at the start of a new project all partners, through a consultative process, agree on how progress towards achieving outcomes should be measured, and how to determine the indicators of success. Such consultative process on the indicators should be repeated at least once a year, on the occasion of drafting the Annual Work Plans for the next year and preparing the annual report from the past year.

The RRF provides a comprehensive overview of activities, which largely matches the description of outcomes mentioned earlier in the main text of the Project Document. However, the RRF provides no information in which year these activities will take place. Best practice in project design requires to add 5 columns to the RRF, one for each year of project implementation, and to indicate during which year an activity is scheduled to take place. It was noted that, in this RRF, most project activities are inserted in the column 'indicators'.

An important part of project design, and of the RRF, are the baselines. Baseline data establish a foundation from which to measure change. Without it, it is very difficult to measure change over time or to monitor and evaluate retrospectively. Baseline data allows progress to be measured against the situation that prevailed before an intervention.¹⁰ The 2012 evaluation team has taken note of the efforts of the drafters of the Project Document to provide baseline statements in the RRF to the extent possible. The baselines are indicative, though not too precise. Examples of baselines used are: 'interaction between NA Deputies and citizens is limited'; 'Public consultations with regard to draft laws are limited'; 'Training of Deputies is ad hoc and preliminary limited to training funded by international donors'.

The difficulty to have more detailed baselines in the Project Document can be overcome by developing a more comprehensive baseline assessment. It is understood that the initial research by the project on public consultations and hearings contributed to the efforts to get more concrete baseline data; and these data, to the extent available, have been incorporated in the initial baseline reports of the project and the three-annual reports on public consultations and constituency relations. However, the review of these reports indicates that the baseline information remains incomplete in terms of quantitative data. Collecting detailed baseline data is not only a challenge to this project, but is a broader issues of governance in Vietnam. Nevertheless, when the indicators remain weak, it becomes harder to measure the impact of project interventions.

Conclusion on 'Project Design'

- The narrative of the Project Document is comprehensive, with sufficient analysis and justification in terms of the context and project rationale, the project objectives and outputs. More information could have been given on the planned project activities and the budget structure.
- Design gaps have been identified in terms of management arrangements, the monitoring and evaluation tools and the results and resources framework.
- Overall, the Project Document crosses the threshold of a sufficiently workable basis for project implementation.
- The 2012 evaluation team hopes that the observations on project design will be of further assistance to the Country Office in finalizing the Project Documents of any successor project.

¹⁰ UNDP, *Handbook on planning, monitoring and evaluating for development results*, New York, 2011, p. 69.

VI. Project Implementation

In this chapter, we will review the implementation of the project for each of the four main outcomes: (1) Policy Dialogue and Aid Coordination; (2) Capacity Development of National Assembly; (3) Capacity Development of People's Councils; and (4) Learning and Training for NA and PCs Elected Members and Their Staff.

Under each outcome, we will list the result areas according to the RRF, followed by a general introduction to the component, a review of achievements and of weaknesses and gaps for that component, and the evaluation chart. The evaluation of the implementation of the project outcomes is based on five criteria: relevance, efficiency, effectiveness, impact and sustainability:

- *Relevance*: Evaluating to what extent the project addressed the existing and changing needs of Parliament and how well the project displayed a coherent set of activities.
- *Efficiency*: Evaluating to what extent the project inputs delivered the desired outputs in an efficient way, with minimum waste of time, human, financial and other material resources.
- *Effectiveness*: Evaluating how much the project outputs influenced the institutional capacity of Parliament to become a more democratic, functional, accountable and inclusive institution.
- *Impact*: Evaluate the overall impact of the project and its contribution to the development of the legislative institutions (short term).
- *Sustainability*: Assess the sustainability of results with specific focus on national capacity and ownership over the process (long term).

At the end of each outcome section, a rating for each of these criteria between “low” and “very high” has been given, for all activities within the specific outcome. For some of the components, the rating will be split over two or more sub-categories, depending on the content of the result areas under that component.

Component 1: “Enhanced Policy Dialogue and Aid Coordination”

RRF defines 4 result areas for component 1

- 1.1. Parliamentary Development Strategies Debated and Aid Coordination Promoted
- 1.2. Policy Dialogue on Issues of National Importance Promoted
- 1.3. Promoted Gender Issues within the NA and PPCs
- 1.4. Aid coordination amongst all NA, ONA and PPC projects and programs

Introduction to component 1

As Vietnam has become a country of middle-income status, the policy dialogue on development issues between the Vietnam authorities and the international community is becoming all the more important. In view of the role of parliament in adopting policies and legislation on development issues, the NA has become a key participant in the policy dialogue with the international community.

In addition, the NA enjoys the support of a wide range of capacity building and technical assistance projects. In line with the Hanoi Core Statement on Aid Effectiveness, the ownership of these project activities is more and more vested within the NA. The ‘Board for Aid Coordination’ provides an opportunity for the NA to ensure effective alignment of donor programs with its actual capacity and expertise needs.

Several UN agencies are engaged with the NA. Within the One UN framework, UNDP has been the leading agency in terms of work on institutional reform of the elected bodies as well as on thematic support in areas like poverty reduction, sustainable development and financial and budgetary accountability. Five other UN agencies are working with Committees of the NA. Sectoral support has been provided by UNICEF on issues related to children’s rights; UN Women on gender equality and domestic violence; UNFPA on population and development, WHO on HIV-AIDS and ILO on labor law & industrial relations.

CIDA, DANIDA and USAID are the larger bilateral implementers of parliamentary programs; ad hoc or less formalized bilateral interventions not accounted. The CIDA “Policy Implementation Assistance” project aims to assist NA committees to increase their policy research and public consultation and improve legislation and parliamentary systems. The DANIDA “Support to Legal and Judicial Reform” project has a component on the NA, aimed at enhancing the legislative process in the NA and improving the working procedures of the parliamentary committee system. The USAID “Support to the Institute for Legislative Studies” project aims at improving the quality of the ILS research products, capacity building for ILS staff, better management of ILS and enhanced cooperation with similar parliamentary research institutes in other countries. The UNDP project is largely complementary to these three project, though there is some overlap with the CIDA-project’s work on public consultations.

In alignment with the Vietnam Constitution of 1992, the Gender Equality Law of 2006, the National Strategy for the Advancement of Women of 2010, the associated 5-year Plan of Action for the Advancement of Women as well as the international commitment to promote Gender Equality and Women’s Empowerment (MDGs 3), UNDP made a strong commitment to support the NA and the PPCs in promoting gender equality. The Project Document puts considerable emphasis on the gender aspect being mainstreamed throughout the project and on supporting women Deputies at central and provincial level. Because specific gender activities are planned under Component 1 of the Project Document’s RRF, they will be discussed here; even though gender activities were shifted to other components in subsequent annual work plans later on.

Despite the fast economic development of the country, the number of women represented in the NA has been declining over the past ten years. In 1997 Vietnam ranked among the top ten countries in the world with regard to the number of women in parliament. By 2012 Vietnam has fallen to 44th in the world. However, there remains a strong base for women’s leadership in Vietnam, including the fact that Vietnam is a signatory to the main international treaties on gender equality, it has a strong domestic legal framework, a nation-wide mass organization dedicated to gender equality (the Vietnam Women’s Union) and there was a slight increase in the number of women elected at the provincial and local levels.

General findings

One of the main project initiatives under this component are the Parliamentary Partnership Forums. These are regular de-briefing sessions by NA senior deputies and ONA leadership on the main policy issues discussed at the NA sessions as well as on oversight activities. Representatives from the donor and diplomatic community have the opportunity to exchange views and further inquire on issues at the legislative agenda. The project has been organizing the Forums since 2005, twice a year, after each NA session. While during the first five years, the Forum was hosted at the ONA Campus as a joint event, since June 2009, the Forums are hosted at the UNDP meeting room, still as a joint event. While the UNDP meeting room only offers space for maximum 2 participants per Embassy or organization, the smaller number of participants has allowed for the vivid exchanges and discussions to continue in a less formal and more cordial atmosphere. During all these years, the Parliamentary Partnership Forums have been co-chaired by the vice-chair of the ONA, and the Country Director of UNDP.

The evaluation team was able to observe the highly informative briefing and focused discussion during the Parliamentary Partnership Forum of 22 November 2012, following the 4th session of the thirteenth NA. Topics of discussion were the NA debates on amending the 1992 Constitution, the revised Law on anti-corruption, the revised Land Law, and the NA resolution on holding vote of confidence for positions appointed and elected by the NA and PPCs.

A second main project initiative under this component are the “Danang” Conferences. These are high-level forums to look at progress being made by the NA in its institutional development and reform process. Such meetings have been known as the Danang Series in 2002 shortly after the election of the eleventh NA and in 2007 following the election of the twelfth NA. A new Danang Conference took place in August 2010 and discussed, amongst others, the efficiency of legislative procedures, the implementation of annual oversight programmes by NA committees and the oversight on the budget. These topics emerged from the 8 research projects on reforming the NA being conducted at that time. Participants included the Vice Chairman of the NA, chairs and vice-chairs of 5 Committees, and the leadership of the ONA, ILS, NASC Board of People’s Petitions and a senator from Poland.

During 2008-2010, at a time when there were ten assistance projects working with the NA (as compared to five today), the project invested considerable energy in coordination and exchange of information among projects. It was one of the key strategies of this project to ensure complementarities and keep all partners as informed as possible. To optimize the strengthening of parliament, best practices recommend a Strategic Development Plan for parliament. Such institutional development plan can inform donors on priority areas for assistance, its beneficiaries and the sequencing of assistance. Currently in Vietnam, donor interventions are lacking the guidance of a NA institutional development plan.

The MTR suggested that the ‘Board for Aid Coordination’ would take the initiative in considering the best way forward in preparing a Strategic Development Plan for the NA. In recent years, very few tangible initiatives in this direction were taken, although the 2012 evaluation team noted that several donor projects remain interested in supporting it. While an articulated approach to move forward on the institutional strengthening of the NA could still emerge in the future, for the time being, it is understandable for UNDP to prioritize its resources towards technical assistance for the Committees, which are the main platforms for policy dialogue in the NA.

One aspect of coordination and cooperation relates to the UNDP Community of Practice (CoP) on parliamentary development. Such coordination and liaison is foreseen within the ToR of the international STA. The evaluation team learned that the Project Document or annual work plans do not foresee in any programming nor in any financial means for this area of work. To facilitate the STA’s participation in UNDP CoP and in the cooperation with other UNDP parliamentary programs, the evaluation team finds it appropriate that any future project foresees financial means for this, possibly under a different implementation modality than the one currently in place.

In terms of gender equality, the project has made an effort to provide technical and advisory services on issues related to gender mainstreaming and women’s empowerment to the NA, especially to the CSA, Department of Social Affairs, Vietnam Female Members of Parliament Group (VFMPG) and TCER. The project supported specific activities such as seminars, workshops, regional forums (December 2009, topic: contribution of parliamentary women caucuses to the prevention and fight against domestic

violence), research project (2010, topic: gender mainstreaming in the legislation process in Asian countries) and strategy papers (2010, prospects for mainstreaming of targeted gender equality at NA and PPCs) aimed at increasing the awareness, capacity, networks and partnerships of Deputies of the NA and PPCs in general and the VFMPG in particular.

Achievements of the project under component 1

Following is a structured one-by-one assessment of the four result areas in the RRF.

Ref. output 1.1. The organization of the Danang conference in 2010 was an important highlight of the project. The high-level discussion provided for an intensive exchange of views on the NA in its institutional development and reform process.

Ref. output 1.2. All development partners interviewed by the evaluation team expressed their appreciation for the Parliamentary Partnership Forums, which they considered very informative and useful. Positive reference was made to the detailed briefings and the regular presence of senior members of the NA. It was suggested to consider planning a Parliamentary Partnership Forum prior to the NA session as well. This would additionally enable development partners to receive specific information prior to the session and it would enable the Deputies to receive additional views on the topics of the agenda of the session.

Ref. output 1.3. In terms of gender mainstreaming, the most substantial project achievement was the drafting of the gender mainstreaming strategy by a senior international consultant¹¹, in 2010. The strategy covered various issues, amongst others, national consensus and ownership-based approach, strategic partnerships, promoting in-house capacity for a sustainable gender mainstreaming, and involving and working with both women and men to promote gender mainstreaming, gender equality and women's empowerment. The strategy was discussed with a large group of stakeholders and had strong ownership in the NA and the governance system more broadly. The Committee on Social Affairs received technical expertise and reference materials on gender issues, for consideration when preparing its annual work plans. The project produced a draft research report on 'Gender Mainstreaming in the Legislation Process in Asian Countries'. The project supported a policy dialogue on the National Gender Equality Strategy 2011-2016 and the role of newly elected women leaders in socio-economic development in Vietnam. Very tangible deliverables was the project support for the organization of a regional conference for parliamentary women caucuses in 2009 and 2012.

Ref. output 1.4. Following a mapping of donor assistance, an UNDP-led NA donor co-ordination group was established in 2009, facilitating a forum for exchange of information and identification of synergies among different programs. Until the end of 2010, the project regularly up-dated a donor matrix of programs with the NA, and convened periodic meetings with NA partners. In 2012, a similar 'Donors Mapping in Legal and Judicial Areas' has been developed and distributed.

Under the One UN umbrella, UN agencies coordinate in various programmatic areas and sometimes they cooperate on specific activities. The project on several occasions cooperated with UN Women by inviting technical expertise and by chairing one of the conference sessions, such as the 2012 international conference on women parliamentary caucuses. A joint UN brochure "Cooperation Between The United Nations And The National Assembly Of Vietnam" was published in 2010, outlining capacity building and thematic support by various UN agencies. In 2011 and 2012 a matrix on UN agency support to the NA has been made available. Recognizing the already existing coordination, the evaluation team considers that more could be done in terms of cooperation, for instance when engaging with the same interlocutor at the NA. UNDP DGG knowledge products, on e.g. gender mainstreaming in legislation, could be made available to the NA, in consultation with UN Women.

Weaknesses and gaps of the project under component 1

Ref. output 1.3. To put in motion the gender strategy, the project foresaw in a senior gender advisor on a retainer basis for the full life span of the project. It was envisaged that the gender advisor would pro-actively participate in the annual work planning and provide inputs to the design of project activities.

¹¹ A list of all experts and consultants for the period 2008-2012 has been included as Annex 1 to this Report.

While one person was with the project for 6 months, no one was available for the full life span of the project. The implementation of the gender mainstreaming strategy could thus not receive the support it required and deserved. Nevertheless, individual activities might have contributed to increased awareness and knowledge among Deputies and staff, but it is hard to measure it with the few data available.

Ref. output 1.4. The UNDP-led donor coordination group was intended as a temporary initiative until the ONA would fully take charge of donor coordination. The Aid Coordination Board and the ONA Department for International Cooperation are the appropriate platforms to regularly bring all parliamentary support projects together. While the ONA /NPD does not see the need to call for regular, multilateral donor coordination meetings, the evaluation team noted the interest for such meetings from its potential participants. While the UNDP STA regularly liaises with the embassies and their projects, it would be appropriate for UNDP to continue in its convening role of bringing the partners working with the NA together. The evaluation team learned about one possible topic for a joint discussion among donors and parliamentary projects, which is the issue of impact evaluation and indicators measuring results.

The need for coordination became obvious when the evaluation team learned that the CIDA project has worked with the same Committees (CSA) as the UNDP project, on similar topics (labor code) and on similar processes (public consultations and public opinion surveys). However, there was no contact between the UNDP or PMU and the CIDA implementing agency ('Stikeman Elliott'). While the ONA seems to consider such similarities between donor programs additional learning opportunities, the donors would like to see more efforts to avoid duplication or repetition between programs.

The evaluation team discussed with donor projects the practice of parliamentary working visits abroad, one of the ways of bringing international best practices to Vietnam. While the specific political system of Vietnam is often mentioned as a contextual factor affecting the applicability of features from the political system in other countries, the DANIDA project shared the experience how a working visit of NA members to Copenhagen engulfed in a vivid discussion on modalities for votes of no-confidence. In order to optimize the usefulness of parliamentary working visits¹², the MTR recommended that the Board for Aid Coordination in cooperation with the UNDP Project would take an initiative for a round table discussion on best practices of the methodology of study visits, including impact, quality guarantee mechanisms, preparation and follow-up. The MTR also mentioned the option to discuss guidelines for preparation and quality of the working visits. The evaluation team learned that these recommendations have not yet been implemented, and that the issues are sometimes discussed bilaterally between donor projects and embassies.

In recent years, several donors and implementing agencies ended capacity development programs with the NA. The MTR suggested to compile program reports as reference documents for current or future donors/implementing agencies in their planning of new interventions. The MTR recommended that the NA upload these documents at a dedicated section of the NA website. In addition, the MTR recommended to make the documents on parliamentary development in Vietnam available on AGORA, the portal for parliamentary development, and to initiate a discussion platform on donor programs with the NA. It is understood that these recommendations have not yet been taken forward.

Evaluation Chart

- *Relevance:* A substantive policy dialogue between the NA and the representatives of the international community is highly relevant to create momentum and resources for the development of the country. The Parliamentary Partnership Forums have made a significant contribution to this policy dialogue. The project's initiatives for coordination and cooperation between partners working with the NA were also well designed. The need for a more gender-representative and gender-sensitive parliament required sustained UNDP support. The evaluation team considers the relevance of this component as very high.

¹² One of the projects successful working visits included: the study tour to Singapore and Australia on constituency relations in 2008 and the 2010 regional conference of parliamentary women's caucuses in cooperation with UNDP legislative programmes in Cambodia.

- *Efficiency*: The implementation of this component is generally considered efficient. The substantive discussions during the Parliamentary Partnership Forums have led to a better understanding and increasing interest for the results of the NA's work among the international community. The project has made considerable efforts to initiate mechanisms of donor coordination and hand them over to the 'Board for Aid Coordination'. The quality of the strategy for gender mainstreaming is good, though the follow-up to put the strategy in motion could have been stronger. The efficiency of the Aid Coordination sub-component is high; for the gender sub-component it is medium.
- *Effectiveness*: Facilitating donor coordination and a policy dialogue between the NA and international partners is time consuming. The project has worked effectively with the available instruments to achieve the project outputs. UNDP management has given support, where required. The evaluation team considers the effectiveness of the Aid Coordination sub-component as high. For the gender sub-component the effectiveness is medium.
- *Impact*: To what extent the institutionalized policy dialogue between the international partners and the NA will have an impact on the further development of Vietnam is to be considered over a longer period. The evaluation team considers the impact as medium to high. The impact of the gender activities are difficult to assess in view of the limited human resources available (medium).
- *Sustainability*: The NA has demonstrated its intention to pursue different dialogue initiatives as planned by the project. Further integrating the conclusions of the dialogue initiatives in the functioning of the NA and a proactive approach by the 'Board for Aid Coordination' will be required to secure the sustainability of the results. The evaluation team considers the sustainability as medium.

EVALUATION COMPONENT 1	AID COORDINATION				GENDER MAINSTREAMING			
	low	medium	High	very high	low	medium	high	very high
Relevance				X				X
Efficiency			X			X		
Effectiveness			X			X		
Impact		X	X			X		
Sustainability		X				X		

Component 2: Strengthening capacities of NA on representative, oversight and legislative functions

According to the RRF, five result areas are defined for Component 2:

- 2.1. National Assembly Deputies capacity to represent, contact and effectively interact with their constituencies improved
- 2.2. Strengthen interaction between the National Assembly, Deputies and key societal actors.
- 2.3. Public consultations promoted as a mechanism to improve quality of legislation and oversight practices of the NA
- 2.4. Integrity and ethical behavior promoted as part of parliamentary work
- 2.5. Oversight practices and rules at the NA improved

Introduction to Component 2

In 2001, the NA adopted a series of amendments to the 1992 Constitution, followed by a new Law on the Operations of the NA (amended in 2007) and the Law of Elections of Deputies to the NA. Provisions of both laws have laid a foundation for the further strengthening of the NA. Following the adoption of the Law on Oversight Activities of the NA in 2003 and of the Law on the Promulgation of Legal Normative Documents in 2008, the legislative and oversight role of the NA has become stronger, as observed in the more critical review of draft laws, the ‘question time’ becoming a powerful means of ministerial accountability, the adoption of resolutions as a result of oversight activities, and the growing media coverage of parliament.

Yet, the NA still faces challenges to streamline its procedures, to enhance its outreach and to strengthen the work of the Committees. Moreover, about 70% of the Deputies are part-time and with every election about the same percentage of Deputies are newly elected.

The activities of this component focused on developing the capacity of NA’s committees and Deputies to conduct public consultation and maintain frequent constituency relations, amongst others. The project’s innovative initiatives to support public consultations in the work of the NA followed the adoption in 2008 of the Law on the Promulgation of Legal Documents, which made public consultations on draft laws mandatory. However, the 2008 law does not specify how consultations should be conducted, which consultation tools are available and the resources which Committees and Deputies can rely on. To specify these matters will require a more detailed legislative framework, the so-called ‘institutionalization’ for public consultations in the NA.

General findings

The project applied a well sequenced support to a systematic use of public consultations at the Committees of the NA. In 2008 the project did a baseline study on public consultations practices in the NA. Also in 2009 first pilot activities started, which lasted until 2012. The Committee on Social Affairs (CSA) and the Ethnic Council are the pioneering bodies within the NA. Also the Committee of Culture & Education and the Law Committee have participated in public hearing activities supported by the project. During 2011 and 2012 project support mainly focused on documenting and disseminating the accumulated experience and knowledge.

The project introduced different tools for public consultations in the NA, such as the expert seminar, public open workshop, grass roots level consultation, and public hearing. Sociological surveys are another tool, but considered expensive and therefore only applicable in exceptional circumstances. The CSA noted that the input of international experts to the conceptualization of the different tools was very important.

Public hearings and ministerial hearings are a new phenomenon in Vietnam and still attract a lot of attention. The PMU and the CSA are proud to have initiated the hearings and to have launched the specific Vietnamese terminology for such hearings, since the legal framework makes no explicit reference to it. While the tool has been piloted under the name of “giai trinh” (explanatory session), a novelty was the introduction of the wording “dieu tran” (public hearing¹³).

¹³ This term has proven controversial, as in Vietnamese it contains criminal justice or adversarial connotations.

The project expectation was that the pilot activities with NA Committees would generate good practices which would assist the leadership of the NA in determining a more detailed legal framework on how to organize public consultations. While there was a general anticipation that the institutionalization would follow upon the pilot activities, the role and responsibility of the project was to assist in the innovation and to pilot best practices, recognizing that the institutionalization itself was a decision of the NA on which the project had no direct influence.

The NA's Resolution 27 of June 21, 2012 explicitly mentions the importance of the "*accountability hearing sessions ('public hearings') of the Ethnic Council and the Committees of the NA*". It is stipulated that "*the NA Standing Committee shall be assigned the task to develop a Regulation on processes and procedures of questioning sessions at the NA Standing Committee meeting, and of accountability hearing sessions in the Ethnic Council and NA Committees*", and that these Regulations shall be issued before December 31, 2012. If these Regulations are indeed issued as envisaged in the NA's Resolution 27, this will be a major step forward towards the institutionalization of public consultations and hearings, provided that they will cover all issues on which more detailed provisions were required, such as the budgetary allocation for the organization of public consultations including hearings.

Ahead of the 2011 elections, the NA began a reflection on the revision of the law on election of NA Deputies. In early 2009, the program of the drafting board included consultations on issues such as voting and self-nomination rights of citizens; criteria, structure and capability of Deputies; the process and procedures of negotiation and nomination of candidates for Deputies; election communications and campaigning; and roles and responsibilities of relevant agencies in the election process. These issues are all relevant when enhancing constituency relations. However, towards the end of 2010, it became clear that no substantive revisions as suggested in early 2009 would take place. The project's plans to provide technical assistance to the NA with a view to contribute to strengthening constituency relations, as described in the 2009 and 2010 annual work plans, became largely obsolete; so the topic was no longer prioritized in the 2011 annual work plan. This is an example how changes to the political context have affected project delivery. The issues of constituent relations by NA deputies was picked up again in NA Resolution 27 in 2012, but nothing further transpired so far.

Finally, it is worth noting that some activities not envisaged in the RRF were added to the annual work plans. These are, for example, the CILRES workshops on international experiences in constitution-making and the translation into Vietnamese of constitutional reference publications.

Topics addressed by public consultations of NA Committees, as supported directly or indirectly by the project, 2008 – 2012

- Policies supporting emigration, agriculture and settlement of ethnic minorities (*Ethnic Council*)
- Policies on agricultural lands for poor households (*Ethnic Council*)
- Policies on housing for poor people (*Ethnic Council*)
- Credit policies for poor ethnic minority households (*Ethnic Council*)
- Poverty elimination policies (*Committee on Social Affairs*)
- Medicine price management (*Committee on Social Affairs*)
- The organizational structure of healthcare (*Committee on Social Affairs*)
- Draft law on health insurance (*Committee on Social Affairs*)
- Draft law on people with disabilities (*Committee on Social Affairs*)
- Review of the Labor Code (*Committee on Social Affairs*)
- Health Insurance (*Committee on Social Affairs*)
- Investment in, management of, and use of entertainment areas for children (*Committee on Culture, Education, Youth, Teenagers and Children*)
- Policies combating violence toward children and child abuse in the period 2008-2010 (*Committee on Culture, Education, Youth, Teenagers and Children*)
- Law on advertisements (*Committee on Culture, Education, Youth, Teenagers and Children*)
- Training and fostering of officials with judicial titles (*Committee on Justice*)
- Administrative fines in the field of transport (*Committee on Law*)
- Ordinance on Administrative Fines (*Committee on Law*)
- Electricity Law (*Committee on Science, Technology and Environment*)

Achievements of the project under Component 2

Following is an assessment of the different result areas according to the RRF.

Ref. output 2.1. The project has supported the NA's reflections on how to effectively improve constituency relations work. During the first three years, the project contributed through a study visit abroad to Japan and South Korea, baseline report, reference materials, summary report, seminar. As mentioned above, since no substantial changes to the electoral framework were anticipated, the project no longer prioritized the NA constituency relations as of 2011. However, the achievement of the project remains that it has raised the awareness of the Deputies on the importance of constituency relations. The obstacles within the existing electoral system were highlighted. Best practices in other countries on how to effectively conduct constituency relations were shared with the Vietnamese Deputies.

Ref. output 2.3. The above text box of topics addressed by public consultations organized by NA Committees between 2008 and 2012 point at an emerging practice of public consultations in parliamentary Committees and the Ethnic Council in Vietnam. This emerging practice can be attributed to the support of the project and the commitment of the NA leadership and committees. During one of the plenary sessions of the NA, when concluding the question time of the 7th session of the 12th National Assembly on June, 15, 2010, former NA Chairperson Nguyen Phu Trong welcomed the new practices applied in the NA as the outputs of the UNDP project, giving credit to the project and its Senior Technical Advisor.

The project's support to public consultations including hearings have enhanced the knowledge basis, effectiveness and authority of the Committees and the Ethnic Council. While Committees had done similar activities before, due to the support of the project the consultations have been prepared and conducted more thoroughly and systematically, as was articulated to the evaluation team by CSA representatives.

The novelty of the project's contribution to the public consultation process is its systematic approach: 1. baseline study; 2. Piloting; 3. documenting and disseminating lessons learned; 4. drafting of Manuals/Guidelines; 5. Staff training. Before the start of the project, public consultation activities in relation to draft laws sometimes happened because required by law; but it was rather ad hoc and not systematic. With the support of the project, they have become more interactive and comprehensive. In addition, the tools have not only being applied in reviewing draft laws, as required by the 2008 Law on the Promulgation of Legal Documents, but also for supervisory and oversight work of Committees.

The awareness of the leadership and members of Committees on the usefulness of public consultations has increased. The Deputies of the CSA as well as its staff have become more confident in their approach as factual proof emerged that information collected in consultations has been used to improve or rectify legislative proposals. The project prepared a dialogue with newly elected committee leaders and full-time Deputies on public consultations and public hearings, under the framework of TCER induction program. Members of the Ethnic Council informed the evaluation team how the project's workshops have helped the newly elected Deputies to feel more confident in their legislative and oversight activities.

The policy impact of the public consultations and hearings by the Ethnic Council were explained in detail to the evaluation team, for instance the housing policy for ethnic minority groups in the Mekong Delta. The CSA has a number of concrete examples of policy impact of the public consultations. One of the most striking one is the result on the revision of the labor code(see separate text box).

The evaluation team learned that the multiplication of the piloting experiences in the CSA and the Ethnic Council has been promoted in various ways. Members of other committees were invited to participate in the pilot consultations. A report on each public consultation was sent to the members of the Standing Committee and to other Committees. Staff of the CSA told the evaluation team how they assisted staff of other Committees, e.g. Committee on Science and Technology, in preparing their first public consultation. The piloting experiences were also discussed at project seminars and in individual discussions with colleagues at the NA. The evaluation team thus identified that the CSA and the Ethnic Council played an active role in sharing their experiences in the project-supported activities. There are reasons to believe that the project has prepared the groundwork for the multiplication impact regarding public consultations.

In meeting with the evaluation team, the CSA expressed the view that the sustainability of the public consultations including hearings in the NA has to a large extent been secured, because the piloting Committees (CSA and Ethnic Council) have gained multiple experiences, the experience of one committee has already impacted other committees, and staff of the CSA have become experts on the issue of public consultations and provide advice to other Committees. In addition, the CSA has now included the costs for public consultations into its annual budget. However, the sustainability would be further guaranteed if a regulatory framework would be adopted by the NA. The CSA included in its 2011 annual report the recommendation to include the public consultations tools in the parliamentary rules of procedure. The annual report with the recommendation has been sent to the Standing Committee.

Some cross-cutting issues have been attended while implementing this component's activities such as gender-mainstreaming, poverty reduction strategy, Millennium Development Goals, disadvantaged persons. For instance, in 2008 CSA with the support of the project carried out a pilot public consultation to assess the implementation of the Ordinance on the People with Disabilities. In 2009, the CSA applied public consultation tools again to evaluate the draft of the Law on People with Disabilities, which was eventually enacted by the National Assembly in 2010.

Weaknesses and gaps of the project under component 2

Ref. output 2.2. One sub-component aimed at strengthening interaction between the NA, Deputies and key societal actors. While the concept of "civil society" as understood in western countries is practiced differently in Vietnam, it is worth noting that the CSA and other Committees did work with different organizations on various occasions (e.g. Vusta). The project could probably have provided technical assistance to the NA to devise the basis for a strategy for the more active engagement with key societal actors in the activities of the NA, its committees and the Deputies, along the suggestions included in the MTR report.

Ref. output 2.3. By the end of the project, the number of Committees which participated in public consultations remains limited. The 2010 MTR recommended the objective to have five Committees conducting public consultations and public hearings by the end of the project period, and on a regular basis. The 2012 evaluation team was not in a position to clearly confirm if the objective outlined in this recommendation has been fully achieved, as it remains difficult to collect data and to measure the extent of multiplication, despite informal knowledge and lesson learned sharing mechanisms within the NA.

Obtaining precise data on the number of public consultations, and which tools in particular, applied by different committees has been a challenge. The evaluation team was informed that the CSA organizes two to four public hearings a year and that each committee of the NA holds at least one hearing per year. The Ethnic Council informed the evaluation team that over the past 3 or 4 years, it has carried out seven consultations in total, which included one public hearing. Although the 2011 and 2012 annual work plans of the project did foresee in public hearings with ministers, these have not been realized. On the other hand, other public consultations tools (not public hearings) were implemented. The decline in public hearings during the last two years does not mean that the project was unsuccessful, but it rather points at the external, political environment affecting the project delivery. The evaluation team was provided the explanation by the ONA that in 2012 there were less public hearings because it increasingly happens that three, and up to five, ministers participate in one single public hearing on one topic. The massive presence of government ministers at one hearing apparently has made it more difficult to maintain the number of public hearings in which other topics are discussed by government ministers. Therefore, the evaluation team intended to make a comparative overview of the number of hearings and other public consultation tools applied by various committees during the last couple of years. Inquiries with the ONA General Affairs Department and the PMU did not result in receiving the requested data. The lack of availability of these data poses a problem to the project, since M&E of the project required the possibility to generate quantitative data to verify project progress against the indicators in the RRF. The evaluation team is thus not in a position to make a more precise assessment of the scale on which the different tools in public consultations have been applied and to what extent a trend or tendency has been realized. Deputies and staff have made qualitative statements on the

usefulness and increased usage of the tools, but quantitative data would have provided additional evidence of that.

In order to be fully effective, the main interlocutors in a project need to have access to those persons in parliament leadership positions which make decisions related to the functioning and outcomes of the project. During 2011 and 2012, the STA's interaction with the NA leadership, Committee chairpersons or vice-chairpersons remained limited. Although staff of the PMU consulted ONA on annual work plans, there were limited opportunities for the different international STAs in the project to regularly discuss project progress with NA/ONA leadership and Committee chairpersons. At the same time, implementation issues such as translating documents or making documents available on-line could not be decided by the PMU but had to be decided higher up in the NA. The rather time consuming decision making process in the NA on these issues further affected the delivery of the project.

The launching of manuals on public consultations was supposed to be followed by training for NA Deputies and Committee staff on the usage of the manuals. Due to the substantial delay in finalizing the publications, no trainings could be conducted. In addition, the evaluation team learned that some of the past workshops on public consultation tools were accessible to Deputies only and that staff supporting the committees were rarely invited¹⁴. It was suggested that more could be done to strengthen the staff capacity to organize public consultations in future.

Ref. output 2.4. One of the sub-components under this component was “integrity and ethical behavior promoted as part of parliamentary work”, including “parliamentary committees participating in anti-corruption initiatives”. During the lifespan of this project, no activities were specifically devised for this sub-component. While the Committee on Judicial Affairs has a mandate to monitor anti-corruption initiatives, no interest in partnering with the project on such issues was shown. In 2010 the MTR took note of the intention of the project to conduct research in relation to the implementation of the United Nations Convention on Anti-Corruption (UNCAC) and the anti-corruption law. No such research was suggested by the project, although the NPD mentioned that other donor projects expressed an interest to work with the NA on this topic.

Review of sample of knowledge products

In parallel to above mentioned activities, the project produced a series of knowledge products with a view to document the experiences gained and to provide additional input to the policy makers at the NA. There are two types of knowledge products: manuals or guidelines for wider use, and research papers for specific targeted audiences within the NA.¹⁵ For instance, the project supported the Law Committee and Department for General Affairs of the ONA to carry out two researches on the legislative processes and procedures, and the oversight procedures of the NA and National Assembly Standing Committee respectively. Another research focused on the reform of the operation of the ONA, and provided input to the NA working group on reform of the NA operations. There is reason to believe that this research has contributed and provided an input into the NA Resolution 27, mentioned above. Since the knowledge products are an important dimension of the project, contributing to sustainability and institutional memory, the evaluation team has reviewed a substantial sample of the knowledge products:

Guidelines / Manuals (3)

1. Guidelines for NA Committees on Public Consultations
2. Guidelines for PPCs on Public Consultations
3. Guidelines on the institutionalization of public consultations by the PPCs

¹⁴ This distinction has a specific qualification in the Vietnamese context. One example is the Deputy Head of the CSA who was promoted from her role as Head of the CSA Secretariat prior to the May 2011 elections. She was to some extent the most important interlocutor outside the PMU for the project for public consultations. One can therefore argue that Senior staff should be prioritized for future sustainability if they are to become MPs.

¹⁵ A list of all publications and reports of the project has been included as annex 2 to this report.

Research products (7)

4. Research on reform of organization and operations of the ONA
5. Research on the Oversight Processes of the NA and the NA Standing Committee
6. Research on legislative processes and procedures of the National Assembly
7. Research on improvement of legal framework for Question time by NA Standing Committee
8. Conceptual Differences between Public Consultations and Constituency Relations
9. Parliamentary Committee Public Hearings And Their Application In Vietnam
10. Public Consultations By PPCs With Mountainous Areas And Ethnic Minority Populations

Following is the evaluation commentary of the quality of content, the format and the development processes of the knowledge products of the project.

Content of the knowledge products

- Overall, the knowledge products were of good quality and demonstrated considerable effort in examining the issues at hand. The Guidelines described well the process for public consultations, the tools at hand and how to apply them. Those research reports which had been finalized contained valuable information and were developed in line with the ToRs.
- Some of the research reports were more descriptive than analytical, e.g. “Research on Oversight Processes and the NA and NA Standing Committee”. While there is a lot of value in a descriptive report bringing together reference information on existing procedures, more could have been achieved through a more analytical approach, providing examples and analysis on different application of oversight techniques. One report on “Parliamentary Committee Public Hearings And Their Application In Vietnam” did a good analytical job of presenting alternative approaches to committee public hearings. Several reports presented comparative information on the laws or policies of other countries. This is a common and effective approach for bringing possible alternative options to dealing with an issue to the attention of Deputies.
- An important criteria in evaluating knowledge products is the scope of diversity of sources. For a quality publication, it is generally preferable to rely on different types of sources, such as national parliamentary reference documents, library and internet research, in-person interviews with stakeholders and people concerned, and relevant international practices. A quality publication also needs to be based on a sound literature review. The manuals were based on a wide scope of sources, as they derived from the experiences from the authors which participated in project activities, internal regulations and working practices in the NA and PPCs, experiences at training session and responding to questions of the stakeholders. For most of the research products, the approach of the national authors seem to be preliminary focused on written sources from parliamentary reference documents of the NA. A noticeable exception is the CILIRES research on the reform of the organization and operations of the ONA, for which a group of 200 Deputies of the NA were interviewed.
- As the report “Research on Oversight Processes and the NA and NA Standing Committee” was based on discussions and analysis with interlocutors within the NA, interviews with other stakeholders outside the NA could have enriched further the analysis and development of the recommendations on oversight practices.
- Another evaluation criteria is the incorporation of international technical input. Some of the knowledge products have worked well with the written, submitted analysis from the international co-author. The publication “Parliamentary Committee Public hearings and their application in Vietnam” is based upon a solid integration of the Vietnam legal framework and relevant international experiences. In another publication, the Research Report on Oversight Procedures of NA and Standing Committee, the written analysis from the international co-author is merely “inserted” as a stand-alone sub-chapter of the publication. From the document it is not apparent to what extent the international co-author’s written submission has inspired the development of the recommendations. It is worth noting that one of the publications on Committee Public Hearings did

rely on and incorporate a collection of relevant information from other parliaments as provided by IPU.

- Similarly, another important quality criteria is the incorporation of peer-review comments, provided during review workshops and by international peer reviewers. The incorporation of these comments has happened to a large extent for most publications, though not uniformly and in all cases, as confirmed by the international co-authors and experts interviewed.
- Finally, how recommendations were identified or justified in the publications is another quality criteria. In most cases the recommendations flowed understandably from the analysis. In other cases, the recommendations were included with little evidence of how they were reached, or without the implementation schedules, preconditions and potential challenges for implementation. The “Research report on legislative processes and procedures of the NA” has not yet a consolidated list of recommendations.

Format of the knowledge products

- The general presentation of most knowledge products is good. They are clearly written and do not contain too much complicated or technical language.
- The length of the knowledge products can be a challenge for the audience of Deputies and parliamentary staff. Most publications reviewed contain 100 to 120 pages, with a single publication containing less than 70 pages. Reading the publications requires a real commitment of time and effort; and it is not sure if Deputies, staff or other decision-makers will commit to investing the necessary time and effort.
- A good research report includes an executive summary. Few of the publications contain an executive summary. Some of the publications include an introduction or preface, which often refers to the context of the project but does not necessarily provide a summary version of the document.
- Most knowledge products have a detailed table of contents but not all of them. This would have been useful, given the length of the text (Research on legislative processes & procedures of NA).
- Most of the publications make use of footnotes or endnotes. However, the identification of sources and text passages in original sources remained difficult.
- Most publications, though not all, have a bibliography of documents in annex to the publication.
- Visual enhancements are often very useful to digest reading: graphs, pictures and tables. One of the knowledge products contained diagrams of the legislative process in the NA, as well as a few tables. One report used tables to concisely present information. One other document included pictures of public consultations in provinces. One publication did not include any visual enhancements.
- According to the ToRs, all knowledge products should be available in two languages: Vietnamese and English. This has been mostly the case, except for one. For the “Research report on the improvement of the legal framework for question time by the National Assembly Standing Committee”, the ONA decided that there is no need for an English translation because *“the Standing Committee exists only in Chinese and Vietnamese parliaments, so no experience will be learned from western (English speaking) countries.”*

The evaluation team considers it still useful that an English translation be developed, in line with the ToR, also because the practice of a “Standing Bureau” or a “Conference of Presidents” (of Committees and Chamber) in other countries is not too distant from the NA “Standing Committee”.

- Finally, the evaluation team noted that some publications were available in final PDF-version, ready for printing or up-loading on the websites, but not yet all of them.

Process of developing the knowledge products

- The lead drafter of each of the publications was the national expert¹⁶. International experts were involved for most publications in the process of the development of the publication, the content

¹⁶ One exception was the report on public hearings involving three writers: two Vietnamese and one international expert. Another international person brought all contributions together into one English language document. This drafting approach contrasted with the other documents which worked on the model outlined above.

and the English editing. Technical advice was given via email, home-based desk-review, in-person meetings and informal exchanges on draft texts. Content remarks were incorporated by the Vietnamese counterpart when felt it was appropriate, which was mostly the case.

- The input-workshops might have posed dilemmas for the authors when different persons expressed opposing views and there was no clear-cut recommendation. In such cases, it seems that the author waited for guidance from the commissioning agency on the approach to take and the recommendation to make, rather than developing a number of different expert options. The delays in finalizing the knowledge products had to a large extent to do with the dependency of the authors on the expected guidance of the commissioning agency. It was also related to the practice to bring forward one set of pre-approved recommendations, rather than different options with arguments in favor or against for each option, as another way of assisting the NA leadership in making an informed choice.
- An important criteria in evaluating the process of developing the knowledge products is the timing. The ToR for the recruitment of experts included a tentative timeline for developing the draft reports. Most of the delays occurred during the recruitment and after the validation workshop, when the comments of peer-reviews had to be incorporated. Often the momentum was building up towards the workshop where the draft document was discussed with the NA leadership, reflecting a strong dedication towards the activity. Follow-up in terms of finalizing the knowledge product was sometimes a challenge as the incorporation of comments and the final approval by the NA took far more time than anticipated, which put on hold the finalization and launching of the product. As a result, the average time between signing the contract of author and launching of the knowledge product is 1,5 years.
- Finally, evaluating knowledge products also requires looking at feed-back mechanism and assessment on the usage of the publication by the beneficiary. Possible options are a reader satisfaction survey or the inclusion in the publication of an email address for users feed-back. These feed-back mechanisms have not yet been developed by the project, but could be very valuable in case UNDP and ONA would like to review and update the publications in future.

Evaluation Chart

- **Relevance:** Public consultations, including consultative workshops, public hearings, and constituency relations have been the central focus of the project's support to the NA. The methodology and sequencing of assistance was well established. The issues covered by the activities were very relevant to enhance the oversight and legislative function of the NA. The knowledge products were an instrument to document and replicate the best practices. The activities under this component are considered high to very high.
- **Efficiency:** Activities on public consultations and public hearings were generally organized in a systematic way. The quality of the results achieved, including for the knowledge products, has been commented repeatedly and positively to the evaluation team. The prospects for institutionalization of public hearings based upon NA Resolution 27 are promising. The efficiency is considered high.
- **Effectiveness:** While the multiplication of public consultations is being asserted, the inability to generate quantitative data is an M&E weakness of the project. In addition to PMU access to ONA leadership, the project could have benefited from more regular interaction of the STA with the NA/ONA Leadership and committee chairpersons, in particular during 2010-2012. There was a lengthy process to produce the publications. The effectiveness is therefore considered medium.
- **Impact:** Observations from interviews at the NA and factual proof that information collected in public consultations was used to enhance legislative proposals allows evaluating the overall impact as high. The impact of the constituency relations work was depending upon changes to the electoral framework, which did not happen (medium). The impact of the knowledge products is, overall, assumed to be good, though no feed-back data are yet available.
- **Sustainability:** Public consultations have become more sustainable due to the multiple experiences in different committees and the availability of committee staff to assist other committees in preparing consultations. The CSA included the costs for public consultations in its budget. The most

substantial incentive for sustainability is the NA resolution 27, which projects that by the end of December 2012 a Resolution will be issued on processes and procedures for NA public hearings. The knowledge products carry the institutional memory of the accumulated project experience. The accessibility of the knowledge products after the closure of the project still needs to be confirmed.

EVALUATION COMPONENT 2	PUBLIC CONSULTATION INCL. HEARING				CONSTITUENCY RELATIONS				KNOWLEDGE PRODUCTS			
	low	medium	high	very high	low	medium	high	very high	low	medium	high	very high
Relevance				X			X					X
Efficiency			X				X				X	
Effectiveness		X				X				X		
Impact			X			X					X	
Sustainability				X		X						

Case study 1: Revision of the Labor Code

During 2011 and 2012, the Committee on Social Affairs conducted public consultations on the revision of the Labor Code. The law was 15 years old and out of date. Revising the law would bring Vietnam further towards WTO standards. A wide range of issues were under review, including labor contracts, minimum wages, working hours, women workers, retirement issues, the scope of beneficiaries, labor safety, and the laws on workers' unions. The Committee organized two public consultation workshops, one in Haiphong (September 2011), one in Da Nang (March 2012) and another one in Thanh Hoa (March 2012).

Participating Deputies were from the CSA, Law Committee, Economic Committee and several MP Delegations as well as representatives from TCER and ONA. External participants were coming trade unions, women associations, MOLISA, ILO, Department for Occupational Health and Safety, Supreme Court of Vietnam, Bar Association, etc. So, external participants were largely experts and mostly from government or government linked organizations. Civil society organizations were in short supply, although indirect contributions through academics were possible.

The content of the debate was informed and sometimes even controversial, tackling issues such as informal trades unions. It was noted that many issues related to other pieces of legislation as well, such as social security laws and laws on associations. This introduced complexity in some of the discussions.

The discussions identified weaknesses in the draft revised labor Code and in the implementation process, highlighting areas for revision. The breadth of contributions was remarkable, although more involvement from non-governmental sources, such as a representative from business, would have enhanced discussions. The chairing and management of the meeting were efficient and clear.

The different opinions and proposals expressed by relevant stakeholders enabled the Committee to substantially amend and improve the draft law. The Committee estimates that more than 50 % of the content of the draft law was changed, and the majority of these changes can be attributed to the public consultations adopted. Examples of the changes enacted are the extension of maternity leave from 4 to 6 months, changes to the retirement age of female workers and the provision on the creation of kindergarten at large enterprises. In May 2012, the National Assembly adopted the Law on the Labor Code, incorporating the amendments of the Committee on Social Affairs.

Component 3: “Capacities of People’s Councils strengthened to perform the duties entrusted to them as part of ongoing decentralization process”

According to the RRF, six result areas are defined for Component 3:

- 3.1. People’s Councils deputies’ capacities to represent, contact and effectively interact with their constituencies improved
- 3.2. Public consultations promoted as a mechanism to improve quality of work in provincial People’s Councils
- 3.3. Integrity and ethical behaviour promoted as part of People’s Councils work
- 3.4. Oversight practices and rules at Provincial Peoples’ Councils improved
- 3.5. Decision making process of People’s Councils enhanced with the participation and contribution of civil society
- 3.6. The capacity needs of lower level councils are determined for future reference.

Introduction to Component 3

Because Vietnam is a decentralized country, the authorities at sub-national level are managing almost half of the expenditures of the country. The PPCs are empowered to appraise and draft legal documents and to question the provincial People’s Committee (provincial executive). The executive at local level has powers over public finance, public investment and land use management, among others. Nevertheless, the PPCs face considerable challenges. While their oversight role is important, PPCs cannot dismiss the People’s Committee and they cannot invalidate decisions of the People’s Committee. Only 5 % of the deputies of the PPCs are full-time deputies. A pilot on the abolition of People’s Councils at district and ward levels is currently being implemented in 10 provinces. If the pilot will be extended nationwide, new mechanisms will be required to strengthen the role of the PPCs in overseeing executives at district and ward levels.

In addition to general provisions in the Law on the Promulgation of Legal Normative Documents, no central level legal framework for public consultations exist, although six provinces have issued local regulations on public consultations. For constituency relations, PPC Deputies use as framework the Law on the Organization of People’s Committees and People’s Councils; regulations co-coordinating the work of the PCs, People’s Committees and Provincial Fatherland Front; and the annual programs of PC oversight activities.

Component 3 of the project aimed to address the needs of PPCs to perform the duties entrusted to them as part of the decentralization process. Within this component, the project mainly focused on introducing public consultations and promoting constituency relations at the PPCs. Other anticipated support areas included the themes of integrity and ethical behavior, oversight practices and rules at Provincial Peoples’ Councils, participation and contribution of civil society in decision making and assessment of the capacity needs of lower level councils.

General findings on public consultations

Ref. output 3.2. The Project Strategy in the area of public consultations covered 4 stages:

- Stage 1 -2008: Baseline study and piloting of public consultation process in 3 provinces.
- Stage 2 -2009: Rolling out of consultation processes in 7 new provinces and refining the process in three original provinces.
- Stage 3 -2010/2011: Continuing the roll-out of public consultation in six new provinces, raising awareness with a view to involve the 63 provinces and cities in the program.
- Stage 4 -2011/2012: Promoting the issuance of a regulation on the subject by the NA as well as local regulations by PCs participating in the project.

Through the piloting, the project developed a systematic way of using public consultations to inform legislative and oversight work of PCs. Project experts provided orientation and training on how to conduct consultations in the context of the work of provincial assemblies.

Following the orientation training, PPCs developed public consultation plans. Some key project interventions included direct guidance to PPCs during the execution of plans; mobilizing experts to

support provinces; actively assisting provinces in organizing public hearings; preparing reference and guiding materials; preparing templates for submission of reports, among others.

Following the baseline study in 2008, three PPCs started to apply public consultations. In 2009, seven new PPCs piloted them for the first time. In 2010, the project added six new provinces, thus extending the public consultations to 16 provinces.

Fourteen public consultation tools were introduced to the provinces, such as commune meetings, focus groups, stakeholder workshop, field visits and inspections, mass media, social survey, written submissions, web-based consultations, independent research organizations and public hearings.

The project expectation was that the activities would generate good practices in public consultations for wider replication and that these piloted good practices would assist the leadership of the NA in their anticipated decision on the institutionalization through a central-level legal framework including budgetary allocation. While there was a general anticipation that the institutionalization would follow suit, the role and responsibility of the project was to assist in the innovation and to pilot best practices, recognizing that the institutionalization itself was a decision of the NA on which the project had no direct influence.

The project attempted to support the institutionalization of the public consultations to all PPCs by preparing two sets of guidelines. A first set of guidelines addressed ways to improve the quality of public consultations by improving the preparation and planning. The project revised earlier guidelines for public consultations based upon adaptations and innovations developed in several provinces. A second set of guidelines specifically addressed the institutionalization of the public consultation process, addressing the question of the terminology, timing, the scope of public consultations, the cooperation and coordination mechanisms, the roles, responsibilities and functions of leaders and officials involved in the public consultations, as well as the legal procedures for public consultations.

Six provinces¹⁷ adopted provincial regulations on public consultation processes. While this is a step forward towards institutionalization, there exists no complete clarity on their legal status. The case for central level regulation is based in the observation that the status of the provincial level regulation is not entirely understood by everyone in the same way, and there is often need for guidance from the central level in order for people to sign up to such initiatives, even though Vietnam is a decentralized country. So, in addition to the legal argument, there is also the political logic for a central level regulation and institutionalization. The legal framework was and remains one of the most critical issues for the long-term implementation of the public consultation process.

General findings on constituency relations

Ref. output 3.1. The Project Strategy in the area of constituency relations also covers 4 stages:

- Stage 1 -2008: Preparing baseline assessment on constituency relations in Vietnam.
- Stage 2 -2009: Revising of processes and mechanisms to conduct constituency relations by PPC. Deputies are introduced in three provinces.
- Stage 3 -2010/2011: Deepening the quality of constituency relations; adding two new provinces.
- Stage 4 -2011/2012: Final testing of the guidelines and training materials; capacity development for the Office of the People's Council and MP Delegation; assessment of requirements for expansion to additional provinces.

Building on the existing constituency relations framework, the project contributed to more effective two-way communication between Provincial Deputies and constituents, and started to contribute to an improved process to respond to citizens' complaints or concerns. Responding to citizens concerns thus helped to defuse tension between citizens and implementing agencies and help maintain long-term stability.

There were also challenges to the constituency work. Most Deputies work part-time and hold positions in administrative agencies and units, so the time they devote to Constituency relations remains limited. There were financial limitations and lack of sufficient staff skills to support the work of Deputies. One additional constraint is the lack of a Constituency Office, with local executive offices providing that role

¹⁷ Ho Chi Minh, Dong Thap, Binh Thuan, Nghe An, Bac Giang and Lao Cai.

(and thereby compromising the independency of the constituency relations' process). There are also prohibitions on part-time MPs meeting constituents on a one-to-one basis (this can only be done in groups as far as part-time MPs are concerned).

The implementation of constituency relations will, amongst others, depend on changes to the national Elections Law. The changes will need to define terminology, outline contacts with constituents between the NA and PPC sessions, mechanism for budget allocation, tools for constituency relations, and the roles and responsibilities of individual and collective groups of Provincial Deputies.

At the time of the MTR the NA was conducting research to improve the Election Law. The project was prepared to provide technical assistance, if invited to do so. One of the research projects included in the 2011 annual work plan relates to the establishment of Constituency Offices for provincial Deputies according to electorate units, including arrangements for part-time provincial Deputies. However, during 2011 it became clear that the changes to the electoral framework would not substantially alter the policy framework for constituency relations. So, there was an informal decision during 2011 to not further prioritize on project work on constituency relations, with the exception of one series of workshops in 2012. There were three 2-days training courses on Constituency relations in October 2012. Total number of 190 participants attended, representing 49 provinces (out of 63 invited).

Project Achievements on public consultations

Ref. output 3.2. The methodology which the project used to introduce public consultation tools in the provinces was systematic in its sequencing, i.e. research and baseline studies during the first year followed by training of public consultation tools, piloting public consultation activities and in the end wrap up with printed guidelines on public consultation for PPCs. The approach was maintained during the entire project and can be considered effective.

The selection of PPCs for the piloting was based on geographical criteria and the expressed will of the PPC leadership. From 2008 to 2011, the project organized three evaluation workshops on the results of pilot public consultations by PPCs and leaders of PPCs participating expressed their will to pilot the activity at their localities. Such requests have been put into consideration by ONA and PMU including STA.

The awareness of PPCs Deputies on the public consultation process and tools has increased. Prior to the project, public consultations rarely took place and had little impact. In the provinces where the project piloted public consultations, the project considerably changed the attitude and appreciation of PPCs Deputies on public consultations.

Citizens' opportunities to have their concerns heard have increased as well. As a good practice, HCMC involved independent research institutes in its public consultation program to provide expert testimony.

Factual information from a wide-range of affected citizens was aggregated and developed into evidence-based reports, which were used by the PPCs to issue clear and concise recommendations and directions for the People's Committee and implementing agencies. In some case, application of public consultation tools had resulted in changes in policies or rectification of malpractices. Most typical cases are found in HoChiMinh City and Binh Thuan province.

More effective coordination and cooperation by local authorities included the People's Council, the MPs Delegation, People's Committee and Fatherland Front. With the introduction of public consultation tools, the interviewed PPCs seem confident with their approach to the other state bodies in the province.

The lasting effect of the technical support by the project to promote public consultations seemed to be secured. All interviewed provinces¹⁸ and other provinces participating in the project confirmed their intention and commitment to continue applying public consultation tools in the coming years.

The PPCs of Ho Chi Minh, Dong Thap, Binh Thuan, Nghe An, Bac Giang and Lao Cai regulated public consultations, thus facilitating the introduction of public consultation tools in a more sustainable way. The evaluation team identified two forms of such institutionalization. In HoChiMinh City, it took the

¹⁸ Ho Chi Minh, Nam Dinh, Vinh Phuc, Nghệ An, Hà Tĩnh, Bình Thuận.

form of a PPC's resolution regulating public consultation activities. In the other five provinces, it took the form of a regulation on cooperation between the PPC, People's Committee, MPs Delegation and the provincial Fatherland Front. The evaluation team finds that the first form of institutionalization foresees in a stronger legal framework and enables a more sustainable institutionalization for the introduction of public consultation activities at provincial level. In addition, the province of Binh Thuan issued a regulation on spending rates for public consultation activities, allowing the PPC to draft an annual budget of up to 200 million VND to introduce public consultation tools in the province. The evaluation team finds this practice very positive considering the lack of regulation on the issue at central level.

The main knowledge products produced under Component 3 are: Guidelines for PPCs on public consultations, Guidelines on institutionalization of public consultations, Conceptual differences between public consultations and constituency relations, Public consultations with PPCs with mountainous areas and ethnic minority population. The project prepared a three-years report on public consultations in all piloting provinces. The three-years report seeks to draw out the lessons learned and challenges facing public consultations work in Vietnam by exploring the differences between three different types of area: mountainous regions, lowland regions, and urban regions. The report explores the different application of the public consultations process and of the key tools and looks at the three main challenges facing public consultations in Vietnam: capacity, institutionalisation, and communication.

To share best practices on public consultations and to launch the Guidelines on Public consultations and Institutionalization of Public consultations, the project organized in 2012 a total of seven two-days training courses between April and June 2012. Total number of 430 participants attended, representing 57 provinces (out of 63 invited). Longstanding deputies shared their experiences with newly elected deputies. The curriculums of the courses were designed specifically for the different areas, in cooperation with TCER.

The PMU has not so far received any formal feedback from PPCs on the use of these guidelines. However, through personal communication, the project learned that the guidelines on public consultations are useful for the work of PPCs, particularly at Nam Dinh and Binh Thuan PPCs where such a guideline was introduced to District People's Council through training courses organized by the Provincial People's Council.

Project Achievements on constituency relations

Ref. output 3.1. The project supported the piloting of renovation of constituency relations in 5 provinces. Project activities on constituency relations included a baseline report on constituency relations, reference materials on constituency outreach, seminar(s) on how to effectively develop and carry out constituency relations. There were also Training of Trainers delivered to provinces on Constituency Relation (CR) tools and processes, although the evaluation team did not receive any information in which way the trained trainers have applied their skills and knowledge or will apply them in future. The project produced a three-year report on constituency relations.

The project's engagement on constituency relations has some clear results. The awareness of local deputies regarding the importance of constituency relations increased. There was a good needs identification. It became clear that the existing legal framework is restrictive and a major inhabitant to constituency relations. The project's work has raised the awareness on how constituency work can be conducted and it raised the need for proper constituency relations offices. The confusion between the public consultation and CR tools has been clarified through a dedicated research paper. The project prepared a three-years report capturing the analysis and experiences on constituency relations.

Weaknesses and gaps of the project under Component 3

The implementation of the Component 3 of the project concentrated only on public consultations and constituency relations. Other expected result areas from the RRF got little if any attention (3.3, 3.5, 3.6): integrity and ethical behavior, participation and contribution of civil society, assessment of

capacity needs of district and commune councils¹⁹. The evaluation team did not find convincing reasons for dropping these sub-components over a period of 5 years of project implementation.

The time available for piloting of public consultations at PPCs was too short to enable maximum impact, taking into account the energy and financial resources invested in developing the concept of public consultations for PPCs. Some provinces did piloting for two years; most provinces did piloting for only one year (for example Nam Dinh). In such case, the province did not gain enough experience to review, evaluate and draw lessons from those public consultation activities prior to developing the needed regulatory framework for public consultation tools to be applied in the province.

The decision not to continue the piloting in 2011 was not based upon a comprehensive evaluation of the needs of the PPCs in gaining further experiences in public consultations, as reflected in the MTR. The decision was rather based upon the analysis, within the political context at the time, that further piloting was unlikely to accelerate a decision by the NA for institutionalization of the public consultations, while the shift towards developing Manuals and research products was considered as more likely to contribute to institutionalization. In addition, there were also funding constraints for the 2011 annual work plan since piloting absorbed a considerable amount of project resources. Taking note that several PPCs had started to issue provincial regulations on holding public consultations and had expressed their wish to gain more experience after only one or two years of piloting, the evaluation team considers that further piloting leading to broader provincial institutionalization might have better prepared the ground for national level institutionalization and regulation than the decision to put on hold the piloting and shift towards the finalization of the development of Guidelines on public consultations.

Had the tools & instruments envisaged by the project for this purpose be fully implemented, the project would have had an opportunity to further roll-out the public consultations to more provinces²⁰. One of the tools envisaged is a project regular newsletter for all PPCs. The project would also launch its own interactive web-site, posting all materials on public consultations and constituency relations, facilitating an internet dialogue on the practices conducted in various provinces, being supported by dedicate staff responding to queries of the provinces, etc. The interactive web-page would have become a main catalyst for a further roll-out to the provinces. However, as preparations for the initiative started, the ONA expressed reservations and expressed the view that such project web-site be annexed to the NA web-site. This implied that the procedures for posting documents and responding to queries would much more time consuming and that the site would hardly be able to function in an interactive way. The initiative did not proceed.

In the absence of further piloting, the project had envisaged providing a technical advisor to assist the provinces in organizing the public consultations, according to the 2011 Annual Work Plan. However, it seems that no provinces made use of this possibility. Instead, the project organized the above mentioned 7 workshops on public consultations and 3 workshops on constituency relations in 2012, where the respective guidelines were distributed.

As the project introduced all public consultation tools available, some public consultation tools have not been applied to their full extent or the application was uneven. For example, during 2009 in Dong Thap, the public consultation on the housing development plan involved more than 1,800 ordinary citizens and 1,000 local officials; the public consultations in Nam Dinh province were also attended by the public stakeholders. However, some public hearings carried out in other places with the support of the project,

¹⁹ The capacity issue came up throughout part of the project work with emphasis on the challenges facing staff in terms of skills and personnel. One issue which emerged from this is that the People's Committees could, should and did provide some support to People's Councils (although this raises conceptual difficulties regarding the fusion of the executive and legislative sides). The training sessions sought to address some of these issues, although without resolving them all.

²⁰ The opportunity not fully utilized was also due to the delay in the production of the guidelines for PPCs, which were supposed to be available by mid 2011. Instead the guidelines became only available in mid 2012. This meant that the possibility for public consultations in 2011 and the first half of 2012 could not even be planned for and that the full roll out of the public consultations to all provinces became increasingly out of reach of the time frame of this project. The absence of the planning for a full roll-out to all provinces in the 2011 and 2012 AWP's could be seen in this framework.

such as Nghe An province, lacked the presence of ordinary people or civil society. In addition, the sociological survey introduced and promoted by the project is still quite complex and costly. Given the limited provincial budget for public consultations, the complexity and costs associated with surveys is an obstacle for their application. A more simple and less expensive survey instrument could have been presented.

While publishing the guidelines for PPCs to apply and institutionalize public consultations from 2011 to 2012, the project did not foresee any initiatives to review and entertain feedback from the users of those guidelines. The PPCs in Binh Thuan and HCMC informed the evaluation team that they occasionally use the guidelines.

In order to make full advantage of the investments and the lessons learned in the public consultations work with the PPCs, it would be useful for UNDP and to ONA to agree on a follow-up mechanism enabling the continued sharing of documented lessons learned, Manuals and research products in the coming years.

Evaluation Chart

- *Relevance:* Observations from field visits, interviews and written documentation point at increased awareness by PPC Deputies and citizens on the opportunities of public consultations and constituency relations. The project's support in the pilot provinces has enabled the Deputies to do their work based upon more solid information and with more authority. Citizens have been able to contribute to the provincial policy making. Throughout the project period, there was a clear sense of the need for public input into policy making and there was a sense that this would be beneficial for the people and for the Vietnamese governing apparatus. The relevance of the project's work in public consultations and constituency relations is thus considered very high.
- *Efficiency:* Activities have been organized in an efficient and systematic way. The piloting was a useful experience which provided valuable information which was feeding into the development of the guidelines. The project's guidelines were a key initiative to ensure that the consultation process and tools were conducted consistently across the participating provinces. Feedback from the interviewed provinces on their participation in the project was very positive. Some sub-component result areas were left aside. The overall efficiency of this component is still high.
- *Effectiveness:* The project provided financial support to pilot provinces to organize consultations, although considerable delays in transferring the money pushed back activities to the latter half of the year. Interrupting the piloting by the end of 2010 accelerated the risk that the investments made won't lead to the most optimal result. The evaluation team concluded that continuing the piloting for one more year would have provided a more solid basis for institutionalization. On the other hand, it was noted that a couple of provinces have started to allocate own resources for public consultations, following the adoption of a provincial regulation/ decision. The evaluation team considers the effectiveness of this project component as medium.
- *Impact:* Over the last couple of years, the governance process in Vietnam has become more consultative. The project played a substantive role facilitating public input into the provincial policy making. Due to the project's support, accountability of public officials in the provinces has increased. Some provincial regulatory frameworks for public consultations have been adopted, even though the central level regulatory framework is not yet in place. The team evaluates the impact of the project's initiatives for public consultations as high. The impact of the constituency relations work is medium, against the background of the absence of tangible developments towards changes to the electoral framework required for meaningful constituency relations work.
- *Sustainability:* The project's input to sustainability of the public consultations is threefold: developing guidelines, technical input to provincial regulations and supporting the precedents and practice in key provinces such as HCMC. Precedents in large provinces have encouraged other provinces, and this is as important as the formal level framework. Nevertheless, a central level regulation would be better to secure institutionalization as compared to the existing of provincial regulations in some provinces and the practice of the precedent. The evaluation is thus high (for public consultations) to medium (for constituency relations).

EVALUATION COMPONENT 3	PUBLIC CONSULTATIONS				CONSTITUENCY RELATIONS			
	low	medium	High	very high	low	medium	high	very high
Relevance				X				X
Efficiency			X				X	
Effectiveness		X				X		
Impact			X			X		
Sustainability			X			X		

Case study 2: Land-use right certificate in Vinh Phuc

In early 2000's, the households living in the remote and mountainous Minh Quang commune, Bình Xuyên district, Vĩnh Phúc province received the land-use right certificates (the red book) for their land. Some time latter the territory of the commune was detached from Bình Xuyên district and put within the territory of Tam Đảo district. In 2004, the households of Minh Quang mortgaged their red books to apply for loans at a bank under a poverty reduction programme of the government. However, their red books were denied because of a common internal inconsistency: the signatory to those red books was the mayor of Bình Xuyên district while the date of signature was when Minh Quang had already been "moved" to Tam Đảo district. A collective red-book claim was made by 289 ethnic households of Minh Quang to the people's committees of Tam Đảo and Bình Xuyên districts. But, no response was made. The collective claim was then submitted to the provincial Department of Natural Resources and Environment, People's Committee and People's Council. Five years passed by since 2004 and the controversy remained unresolved. A ball game was going on between the authorities of different local levels in Vinh Phuc province.

In 2009, five years after the collective claim was made, Vĩnh Phúc provincial People's Council joined Component 3 of the project "Strengthening the capacity of representative bodies in Vietnam – Phase III". Members of the standing board of the People's Council and their staff was introduced to and trained with the twelve public consultation tools. When returning, they decided to apply the tool of public hearing to the case. At first a TV show was produced about the case and people's opinions about it. In October 2009, a hearing was organized on the site of Minh Quang commune. Stakeholders to the case were invited including the district governments of Bình Xuyên and Tam Đảo, the department of natural resources, the provincial people's committee and also representatives of the 289 households. During the hearing, the PPC questioned authorities involved, particularly the two districts and the bank. The provincial department of natural resources and environment also got to present its opinions. At the end of the hearing, the PPC made a conclusion about the case and proposed solutions to resolve it. The proposed solutions were sent to the Provincial People's Committee to follow up. As a result, 100 households have got their red-book fixed and loans from the bank by June 2010.

Case study 3: Delaying a rise in school fees in Binh Thuan

In Binh Thuan province local citizens have also benefited from public consultations. The People's Council in the province used the process to review a People's Committee proposal on school fees. The council wanted to hear from citizens whether school fees should be increased to cover higher allowances for teachers. More than 1,300 people were consulted and the response was clear. While people thought the increase was a rational proposal, their plight meant that any increase would potentially price them out of education. The suggestion was to postpone the rise and that any additional funds should come from the government budget.

"I attended the public consultation on the proposal to raise school fees where I was given a questionnaire to fill in and invited to speak. I believe it is important that the People's Council conducts such public consultations before adopting any resolutions as, through these consultations, constituents' voices are heard while the proposed resolutions are well challenged before being passed," says Ms Tran Thi Hy, head of the study promotion association, from Cho Lau in Binh Thuan province.

As a result of the public consultation, the People's Council in Binh Thuan recommended to delay the decision to increase school fees, fearing a negative impact on the province's poorest households. The recommendation was followed by the People's Committee.

Component 4: “Improved learning and knowledge sharing systems and instruments in response to the specific needs of the National Assembly and Provincial Peoples Councils”

The RRF defined three result areas for Component 4:

- 4.1. Regular Training Program for Elected Deputies of the NA and ONA staff institutionalized
- 4.2. Regular Training Program for Elected Deputies of PPCs and their staff institutionalized
- 4.3. TCER within the ONA has institutionalized capacities to facilitate the ongoing training activities for Deputies and Staff of the NA and PPCs.

Introduction to Component 4

In November 2005, the ONA formally established the Training Center for Elected Representatives (TCER). The TCER is tasked to coordinate and organize training and capacity building activities for people’s representatives at all levels. There are now 15 staff members working for the Centre in two Units, namely the Training Works Unit and the Unit for Training Information and Database. The Training Works Unit consists of six persons who design and run training courses, develop training materials and maintain the network of trainers. The Unit for Training Information and Database runs TCER’s website, maintains the training database and will be responsible for distance learning. Two persons are responsible for daily administration and financial works. TCER is headed by the Director assisted by three Deputy Directors. In addition to the full time personnel, the center also has a cadre of about 40 external (non-staff) trainers, who collaborate with the center on part-time basis.

In 2008, TCER was transferred from the ONA to the NA Standing Committee’s Committee of Deputy Affairs (CDA). In 2009 and 2010, there were also changes in the TCER’s management. Under the direction of the new management, the Center moved away from providing online training as envisaged in the Project Document, and is now more focused on providing training workshops in different provinces and regions.

TCER has a limited budget. Since the resources from the state budget can only be used for central level Deputies, TCER needs to look for resources elsewhere for its trainings of provincial Deputies. For this, TCER largely relies on international projects, such as UNDP, the World Bank Institute and the Asia Foundation.

General findings

Project activities were directed towards the institutionalization of regular training programs for Deputies of the NA and the PPCs. The project worked for the development of institutionalized capacities of TCER to deliver trainings as well as direct support in designing and implementing different training courses in Hanoi as well as in various provinces.

Because the high turn-over of Deputies leads to the fact that most Deputies are unfamiliar with parliamentary procedures and practices, TCER has developed a training curriculum which distinguishes between newly elected Deputies and those who are more experienced.²¹ TCER organizes basic training courses in the first year of the MPs’ term. During the second and third year, Deputies are provided with training on some important skills, such as budgeting, interpellation, debating. In the final two years of the term, training would consolidate their skills, knowledge and experience and look into more integrated topics such as good governance, reviewing legislation and other themes. The structure applied for NA Deputies – introduction courses, basic courses, topical courses – is also applied for training of PPC Deputies.

With support from international expertise, the project has introduced modern training methods for the TCER trainers, such as brainstorming, group work, role-plays, use of colors, posters, storytelling, symbols and metaphorical imagery and interactive learning. These training methods were quite new in

²¹ Between 2006 and 2011, the TCER has conducted nearly 150 two-day to three-day training courses for Deputies of the NA and PPCs, with about 50 participants in each course. In addition, courses were held for the supporting staff. TCER had 30 short-term courses in 2012.

the Vietnam context and the trainers brought those new methods into the training courses that they provided for MPs and provincial deputies.

The evaluation team took note that some cross-cutting issues have been attended while implementing this component's activities such as gender-mainstreaming, importance of disadvantaged and ethnic groups.

Within this component, the project has worked in 2010-2011 towards the development of an M&E mechanism for the training courses and the training program of the TCER. One online training room has been established with equipment that support online training. A total of 15 lecture video clips have been put on the TCER web site for the usage of the Deputies.²²

Achievements of the project under Component 4

In reviewing the achievements of the project under the three above mentioned result areas, the evaluation team noted that almost all of the activities and initiatives were addressing at least two of the three result areas. Therefore, instead of a one-by-one assessment of the three result areas, following is a more integrated assessment.

In its advice to TCER, the project has consciously taken into consideration the different hierarchical levels and functions of Deputies of the NA and the PPCs when recommending the training curricula. The results of the 2008 Training Needs Assessments revealed similarities but also differences in the training needs of the elected representatives at central and provincial level. It was thus appropriate to produce two separate 5-year training curricula: one program for NA Deputies and one program for PPC Deputies, both with specific training details for full-time and part-time Deputies.

The project has rightly prioritized on institutional tools for the TCER to enhance the quality of its work and to increase the understanding of Deputies on the role and contribution of the TCER. To this end, the project achieved the following four deliverables: 1) the manual for induction to newly-elected Deputies (2010); 2) the guidelines on Monitoring and Evaluation of training activities for Deputies (2010 – 2011); 3) the manual on training methodology (2011); and 4) the distance learning and training database (2010).

The induction manual was disseminated to newly elected Deputies MPs of the 13th legislature at the TCER induction program in June 2011. The first draft of the training Monitoring and Evaluation guidelines was used in the same TCER induction program, and then finalized and disseminated in November 2011. The Manual for Trainers elaborated on the principles of adult learning, learning styles, learning cycle, etc. and was also disseminated in June 2011. The goal of the TCER on-line database was to arrange training materials into web format with illustrations under multimedia files, assist trainees in communication with each other and function as an database to archive and report training courses' results and feedback. The software for the distance learning and the database was purchased by the project, tested, adapted to the TCER website²³ and completed in July 2011.

Besides these institutional tools, the project assisted TCER to organize two international conferences (2009) and an AIPO (ASEAN Inter Parliamentary Assembly) conference (2008) on inter-parliament coordination on Deputies training. In 2009, the project organized an Indochina conference for participants from Vietnam, Laos and Cambodia on oversight experiences in the three countries.

Worthwhile noting is the project's remedial action in relation to one of the risks mentioned in the risk-log of the Project Document: lack of available national training expertise. Because the core staff of the TCER is too small to carry out all training and information for a large number of Deputies at central and provincial level, the project proposed in 2009 - as "remedial action" - to create a network of 'Associate Trainers', which will be engaged for specific courses. A group of up to 40 outside professionals has been cooperating with TCER. The evaluation team has not received further information on the number of trainings the 'Associate Trainers' have provided, as compared to the core staff of TCER, on which topics and with which feed-back from participants. It would have also been useful to know more on the way how the outside trainers were coached by TCER, in particular on the usage of the above mentioned institutional tools.

²² See: <http://elearning.ttbd.gov.vn/Courses/Offline.aspx>

²³ The distance learning webpage can be accessed at: <http://www.ttbd.gov.vn/elearning>

Weaknesses and gaps of the project under component 4

TCER still lacks a solid institutional development strategy, which enables it to meet the increasing demands for training, to develop alternative methodologies to be able to meet the needs and implement its mandate and to build partnerships with other parliamentary training institutions. The MTR had recommended that the project would assist the TCER in drafting such institutional development strategy; however it is understood that this did not happen.

The evaluation team estimates that the reasons are (at least) threefold: 1) the transfer of TCER out of ONA seemed to have diminished the interaction between the PMU and TCER – a void which has not been filled by other stakeholders in the project; 2) the new leadership at TCER was not familiar with the objectives and methodology of cooperation as included in the Project Document and its RRF; 3) the international training advisor, which would have played a pivotal role in advancing these matters, has not been recruited. In this context, the project's relationship towards TCER would have been a topic for consideration at a Project Management Board, should this have existed (see chapter 'Project Management').

Topical courses for provincial Deputies are still provided upon individual requests made by Standing Boards of the PPCs. Every year, TCER is able to respond to about 10-15 of such requests, each attended by about 80 Deputies. However, no comprehensive training plan to cover all / most PPCs within a designated time-period seems to exist.

The MTR noted that the NA Board for Deputy Affairs, which oversees the Training Center, has not enabled TCER to access state budget for training of provincial Deputies. This requires the Center to seek external funding for training of provincial Deputies. The MTR suggested that UNDP would discuss this with the NA leadership and/or Ministry of Home Affairs (MOHA) with a view to allow TCER to access state funding for training of provincial MPs. As far as the 2012 evaluation team could find out, the initial funding framework is still basically in place.

The evaluation team learned that the M&E system for TCER trainings and TCER programming has not been fully applied. Although evaluation sheets were (often/ sometimes) collected after training courses, very little analysis of the remarks of the participants has been done and incorporated into the design of subsequent trainings. The evaluation team has not sufficient information at hand to be able to make a well-grounded statement on the relevance and quality of trainings conducted by TCER, nor on the way in which the M&E system has impacted upon the delivery of trainings at the TCER.

The training room has been used mostly for language trainings. The project has supported the creation of the online training room. However, its usage remains limited. During 2011 and 2012 there were 10 distant learning topics resulting in 12 e-courses. The TCER on-line database includes so far 300 documents posted in 2011 and 70 documents posted in 2012²⁴. During 2011 and 2012, 250 persons registered as users of the database.

The RRF for this component foresaw in project support for five fellowships for Deputies and ONA staff to do research at a designated international organization. However, as far as the evaluation team has learned, no fellowship of such type has been provided.

Evaluation Chart

- **Relevance:** As 70% of the NA Deputies and 95 % of the Deputies of PPCs are part-time, there is huge need for training for the Vietnamese Deputies at all levels. The project's activities to support TCER in developing institutionalized tools for training and quality review of trainings are highly relevant.
- **Efficiency:** The institutional development strategy of TCER is not yet in place and TCER does not yet have sufficient access to resources to be able to execute its mandate towards provincial Deputies. However, the project's support to the institutionalized tools, such as training manuals, curriculum development and the design of the M&E system, was good. The efficiency can be considered high.

²⁴ The last comprehensive package of documents was uploaded on 11-05-2012 (with one single document added on 22-10-2012). See <http://www.ttbd.gov.vn/Home/Default.aspx?portalid=52&tabid=199&catid=510>.

- *Effectiveness*: The international training advisor, the key human resources of the project to advise TCER, has not been recruited. After the transfer of TCER out of ONA, the interaction between the PMU and TCER management seemed to have diminished; and the strategic discussion on how to proceed with UNDP's institutional advice did not pick up. The effectiveness is therefore considered medium.
- *Impact*: Despite the mentioned achievements and the support to a number of training courses carried out every year, the evaluation team has few instruments to measure the impact of the TCER trainings for the Deputies. While the training Monitoring and Evaluation guidelines have been used at the TCER induction program for newly elected Deputies, the evaluation team understands that the application of M&E is far from consistent. The impact is therefore considered medium.
- *Sustainability*: The sustainability of the project's support to the TCER is depending upon consistency in the approach of the institution under different leaderships, and upon a clear vision of the institution of the NA on capacity building for its members and staff. In the absence of a Strategic Development Plan for the NA, the results of institution building support to the TCER will remain limited. In the current context, the sustainability of project interventions is considered medium.

EVALUATION COMPONENT 4	LOW	MEDIUM	HIGH	VERY HIGH
Relevance				X
Efficiency			X	
Effectiveness		X		
Impact		X		
Sustainability		X		

Case-study 4: Training for Elected Representatives in Vietnam

Designing and delivering effective training for elected representatives relies on a combination of knowing your target group; effective TNA; understanding the principles in adult learning model; understanding the broad topic (without having to be an expert in the technical detail); selecting trainers, developing experience of different presentation techniques and activity designs—and imagination and creativity.

Finding the right trainers is critical to the program's success. The TCER makes use of outside resource people to conduct training courses. In addition, it is advisable to continue using them on an informal or formal basis. TCER's trainers could serve as advisors for the programs or training materials. They could help with answering specific questions raised by deputies, evaluating the progress of the program and locating other trainers.

However, it is necessary to keep in mind that the legislator who is best at questioning Ministries or the most prominent legislative staff director may not be a good presenter. The TCER tries to look for people who are skilful at explaining concepts that the audience can easily place in context. It is encouraged to use experienced MP's and PPC deputies as resource people to conduct certain sessions, as well as academics who know well parliamentary practices.

The traditional model of teaching is not the most appropriate for the training of adult elected representatives. For elected representatives, the TCER designed training programs consistent with adult learning principles.¹⁰ Trainers act as 'facilitators' who are there to assist learning and respect the existing skills and knowledge of the participants. The training is 'learner—centered' and focuses on how the training is perceived by the trainee. When working with trainers prior to a training course, the TCER encourages them to use the language and content of the real work environment to carry out training on the relevant skills for the roles and functions of an elected representative. The training should combine practical skills with the relevant knowledge in a way that the elected representatives can use at work to carry out their roles and functions. The training should be interactive to get the participants involved in the seminars. Some examples of interactive training methodologies that have been used in the TCER's training programs are group work, role plays, simulations, presentations, teamwork exercises, 'mock sessions' (such as mock public hearings), developing action plans, videotaped interviews, plenary sessions, panel sessions and debates.

Source: Lam Duc Nguyen, *Training for Elected Representatives in Vietnam: Context, Approach, Process*; in: *Parliamentary Affairs* (2012) 65, June 2012, p. 640–657.

VII. Project Management

Following the above chapters on Project Design and Project Implementation, this chapter will evaluate the management of the project from 2008 to 2012. Particular attention will be given to the project leadership, the Project Management Unit (PMU), the project's human resources, project reporting, monitoring and evaluation, project communication, and cooperation with the Inter-Parliamentary Union (IPU).

The life span of the project can be characterized by two distinct phases. The first phase from early 2008 until the end of 2010 was the period of increasing interaction with NA Committees and PPCs. The first phase took place in a rather stable project management environment. The year 2011 was a turning point and a moment of change for the project and the management. The period 2011-2012 saw the project making a policy shift in its interaction with the provinces and moving from primarily organizing activities in the provinces towards primarily developing knowledge products to support such activities. The second period was characterized by a rather unstable project management environment. Several variables affecting project management changed within a period of 6 months. There was a change of the National Project Director (NPD), change of Senior Technical Advisor (STA), change of National Project Manager (NPM), changes in the composition of the Project Management Unit (PMU) and changes in the project office location and team coordination. The impact of these changes on the consistency in the functioning of the project cannot be underestimated. Most of the personnel changes took place at a time of waiting for the results of the January 2011 Party Congress and the May 2011 elections.

7.1. Changes in the project leadership: NPD, NPM and STA

The National Project Director is, according to the Project Document, the person ultimately responsible for the substantive quality of the outputs achieved, the timely implementation of agreed activities and the proper coordination of all stakeholders, in particular of the national parties involved. Mr. Si Dung, vice-chair of the ONA, was the project's NPD since the start of the first phase of the project in 2003. He endorsed and advised the project's initiatives for public consultations, public hearings and constituency relations. He was also one of the main interlocutors of the NA with the diplomatic community. However, in April 2011, shortly before the general elections, he notified UNDP of his intention to step down as NPD. Considering his support to the project from the very beginning and the political backing he had given to the innovative approaches which the project attempted to initiate, his departure was a major loss.

The then National Project Manager, became the new NPD. Compared to the vice-chair of the ONA, the new NPD has a less high position in the ONA hierarchy and, subsequently, less authority to give direction to NA Committee Chairpersons in their interaction with the project. As the Deputy Director of the International Relations Department of the ONA, the new NPD was and is required to invest a substantial amount of time in the interaction with the new parliamentary support project of e.g. the Danish Embassy / DANIDA.

The Senior Technical Advisor (STA) is UNDP's key international resource person on parliamentary development. The STA, according to the Project Document, works closely with the Project Manager and is collectively responsible for the overall strategy of the project. The STA provides technical advice on project planning. He/she is responsible for project quality assurance in terms of advising the project on the overall relevance, performance and sustainability of the project. The STA is also responsible for project monitoring and evaluation by providing technical advice to the project in developing baselines and indicators for project monitoring and evaluation.

The project has known three STAs. A former Canadian Parliamentarian was the STA throughout 2008. A former UNDP STA who served in East Timor worked in this Project as the STA from May 2009 until November 2010. A former STA who served in Indonesia is the current STA from April 2011 until today. In addition to the above mentioned tasks in support of the ONA project, the latter has been advising the Country Office in developing two new Project Documents in the area of parliamentary

strengthening, to become operational as of 2013. Both the current and the previous STAs provided technical advice to the implementation on two other UNDP projects, with the ILS and with the CBFA.

While the turn-over of three STAs in this project, and the time gaps between the assignments of the STAs, requires careful consideration by the NA and UNDP, the value of a qualified STA for the professional development of a parliamentary institution is beyond any doubt. The 2012 evaluation team has received complementary remarks and positive feedback on the performance and professionalism of each of the three STAs in the project.

The National Project Manager (NPM) plays a key-role in the execution of the project. The NPM prepares annual/quarterly work plans based on the inputs from stakeholders, coordinates the design and implementation of four project components. The NPM manages the national execution of the project, provides staff management and staff training on NEX procedures; and manages all project accounting and financial reporting.

The Project Document envisaged the positions of one NPM and two Deputy NPMs. The MTR team noted in mid-2010 that the division of work between the NPM and two Deputy NPMs was not very clear. By mid 2011, there remained one Deputy NPM (instead of two). By the time of the end-of-project evaluation in 2012, the Deputy NPM had become the NPM, while leaving vacant the position of Deputy NPM. In summary, over a period of 2 years the project was managed by three different persons serving as NPM.

7.2. Human resources challenges

Human Resources has been one of the main challenges of the project. Often it was not possible to identify qualified national or international project staff. There have been substantial changes in the composition of the Project Management Unit (PMU). The Project Document foresaw a team of 9 national staff which included a National Communications Specialist, National Parliamentary Specialist, National Training Specialist, Finance Officer, 3 Administrative Assistants, Accountant Assistant, as well as four international project staff: Senior Technical Advisor, Senior Gender Advisor (on a retainer basis), International Adviser on Local Representative Institutions (part-time), and International Training Advisor (part-time).

The National Parliamentary Specialist and National Communications Specialist have not been in place for the entire lifespan of the project. A contract with the National Training Specialist was not extended after one year. There was also a regular turn-over of administrative assistants. Some of them stayed with the project for a short time as a learning opportunity until they moved on to a better paid job. It goes without saying that the regular changes in the composition of the PMU was a challenge to the smooth operation and the solid institutional memory of the project.

There were also challenges in finding long-term international experts. For instance, the international gender expert did not stay on board for the entire project period and no successor was identified. The lack of sufficient technical in-house capacity from international or national technical advisors diminished the project's capacity to implement quality activities by itself, sometimes further aggravated by the challenges to identify in a timely manner quality international or national short-term experts.²⁵

Prior to the introduction of the Vietnam-UN Harmonized Program and Project Management Guidelines (HPPMG), the recruitments suffered from delays in the procedures. The introduction of the Vietnam-UN Harmonized Program and Project Management Guidelines (HPPMG) was perceived by PMU staff as an additional challenge. The 2011 Annual Progress Report highlighted the limited knowledge of project staff on HPPMG recruitment policies and contractual modalities. In addition, there exist discrepancies between HPPMG guidelines and UNDP CO specific rules. The 2011 briefing did not manage to resolve these discrepancies. It is understood that a review of the HPPMG is currently ongoing, although UNDP remains accountable for the application of its agency-specific regulatory framework, which cannot be overruled by HPPMG.

The 2012 evaluation team has noted that senior staff of the NA are regularly recruited as paid short-term consultants to the project. Part of the reasons for these 'internal recruitments' is the lack of

²⁵ A list of all experts and consultants for the period 2008-2012 has been included as annex 1 to this Report. A list of key project staff for the period of 2008-2012 has been included as Annex 4 to this Report.

qualified external experts which have sufficient knowledge on the proceedings of the NA. Recognizing the quality of the work of the 'internal consultants' in the framework of the project so far, the evaluation team would encourage the future UNDP parliamentary projects to continue its efforts to finding a better balance between experts from within and from outside the beneficiary institution, in particular noting the value of academic and external, professional perspectives on the functioning of the NA.

7.3. Project Office and team coordination

Another challenge to smooth project operation was the change in the project office location. As part of its in-kind contribution to the project, the ONA allocated office facilities. During the first three and half years, all project staff worked from one office at one location. In September 2011, the project office was closed.

The 2012 evaluation team heard different reasons for the closure of the common project office. One explanation reads that, by mid 2011, the ONA had no sufficient resources anymore to pay for the office rent and other expenditures since the financial envelope of the NA contribution to the project budget had been exhausted. Another explanation reads that there was a policy shift from working with long-term international experts towards working with short-term experts, for which an office was less pressing.

Whatever the reasons, the effect of the closure of the common project office was threefold: firstly, the contribution of the national counterpart to the project got a different outlook. Secondly, the project staff was split: national staff moved to ONA premises and the STA moved to UNDP premises. Thirdly, the regular opportunities for consultation and advice between the STA and the national PMU staff diminished. By 2012, the national staff at PMU communicated mainly via phone and email with the National Project Officer at UNDP and conducted one in-person meeting per month with her. The meetings between the NPM and the STA were reduced to no more than once per quarter in 2012. Joint team meetings of the PMU with the UNDP staff (STA and National Program Officer) did no longer occur. The drafters of the Project Document envisaged daily meetings between the NPM and the STA and weekly team meetings; and saw the regular communication as a guarantee for smooth project implementation. While this could be better realized within one office in the first years of the project, the above developments have clearly affected UNDP's partnership with the PMU during 2011 and 2012. The 2012 evaluation team learned about the challenges which the project team faced in terms of the financial cooperation with the provinces. As the project was covering the financial costs of organizing the public consultations activities, the project made an extensive set of guidelines available to the provinces. PMU observed that some people in provinces did not scrutinize and adhere to these guidelines when making expenditures for project activities. In some cases, it became difficult to reimburse some of the expenditures as some of the paperwork was not available. In addition, in specific areas as e.g. mountainous areas, it was almost impossible to follow the guidelines because – for instance - there are no invoices available. The evaluation team realizes that the financial management of activities in the provinces was a time-consuming and demanding task for the PMU.

7.4. Project Management Board

The above mentioned developments deserved careful reflection at senior management level. For this purpose, the Project Document envisaged a Project Management Board (PMB), whose function is to *"make management decisions, approve project plans and revisions, ensure accountability, management for results, integrity and transparency"*.²⁶ The Project Document reads that the PMB would be headed by the NPD and include one senior representative of UNDP and the cost-sharing donor agencies.

The PMB was never created, despite the recommendation of the 2010 MTR to do so. Without diminishing the interest of senior staff in UNDP and the ONA for the well-being of the project, the 2012 evaluation team is of the opinion that the absence of a well functioning PMB deprived the project of an appropriate managerial tool to discuss and address major issues of planning, implementation, human

²⁶ UNDP, *Programme and Operations Policies and Procedures*, New York.

resources and management of the project. As the PMU and NPD effectively took over the role of the PMB, the UNDP corporate mechanism for project management, with distinct roles for the Senior Supplier and Senior Beneficiary, were put aside without replacing it with any better mechanism of management and accountability.

The 2012 evaluation team discussed the question of the PMB with the NPD and NPM. The team noted a certain level of confusion and un-clarity on the different roles and responsibilities of the PMU, which is implementing the project, and the PMB, which has senior managerial and oversight responsibility. Based upon the experiences in other UNDP parliamentary projects, and in line with UNDP corporate policies, it would have been appropriate to have a PMB which includes the chairpersons or vice-chairpersons of two or three Committees of the NA and two or three chairpersons of PPCs, alongside the UNDP Country Director or Deputy Country Director, a senior representative of the ONA and the bilateral donors which contribute to the One UN Fund. In the current set-up, no elected member of the NA or PPCs was part of the decision making process of the project. If that were the case, the PMB could have played a vital role in enhancing the involvement and commitment of the elected members of Vietnam towards the project.

7.5. Project reporting, monitoring and evaluation

During the first years of the project, the monitoring and evaluation approach of the project was guided by the “Provisional Guidelines on Project Management”, approved by UNDP and the Government of Vietnam. Since May 2010, the “Vietnam - United Nations Harmonized Programme and Project Management Guidelines” (HPPMG) are applicable. The Project Document foresees the following monitoring instruments: Baseline Studies; Quarterly Project Progress Report; Annual Project Progress Report; Annual Project Review; Project Visits or Fields Visits; Training evaluation forms; Financial Reports.

At the start of project implementation, a number of baseline studies were conducted. The MTR evaluation team considered the baseline studies of good quality. The team noted that the 2009 annual progress report was of enhanced analytical quality and conceptually better than the 2008 annual progress report. The 2012 evaluation team learned that the format of the progress reports have been adjusted to the HPPMG. Nevertheless, the evaluation team was advised that the mandatory concise character of the 2011 and 2012 progress reports has resulted in the loss of valuable information, available in the earlier progress reports.

In order to be effective and consistent, the M&E needs to be conducted against a comprehensive and reliable activity framework, which is the RRF. As outlined in the chapter on ‘Project Design’, the RRF suffered from a number of flaws. The MTR recommended that *“the RRF be reviewed and up-dated before the end of 2010, in order to have a more consistent approach in the design of the 2011 annual work plan, and to make sure that the final evaluation of the project can be conducted against a more accurate and systematic RRF.”* Unfortunately, this recommendation has not been implemented. The shortcomings and gaps in the RRF contributed to different formats for annual work plans and the annual progress reports over the years. There was no alignment of work plans and progress reports with the RRF.

The indicators are an important instrument to enable effective monitoring of the progress of the project. Clarifying the way how the project will collect the data required to verify the indicators is an important part of preparing the M&E framework. To the extent known to the 2012 evaluation team, few consultations have been conducted on the way how to collect these data. An annual project workshop to discuss the past years achievements and next year’s planning could be an opportunity to discuss measuring the results of the work done and how to collect the evidence.

Collecting feed-back after completing an activity contributes to effective M&E. The project developed templates for such feed-back. No quantitative data were available on end-of-training evaluations conducted. The project was confident in the quality of its trainers and the accuracy of the training agenda. The evaluation team considers that more efforts could have been done in documenting post-activity evaluations.

In a similar way, a systematic approach for feedback on the knowledge products hasn't been established yet. For instance, the publications could include a reference to a designated email address where the readers can send their comments and suggestions for improvement.

The central question in M&E is the impact or results of the project activities. When interviewing members of the NA and PPCs, the 2012 evaluation team recognizes that the interlocutors found the individual activities useful and informative. However, the team observed that the project primarily focused on the performance of the individual activities and, in second instance, considered the question of results and policy impact. The project's progress reports can be improved when focusing more on results reporting and assessing the policy impact of project interventions over a period of several years. In the end, both activity reporting and impact reporting are required and are complementary to each other. Both are integral parts of an optimal M&E approach.

7.6. Project communication

The Project Document foresaw in a strong communication strategy for the project, communicating its achievements, results and lessons learned. It included regular project bulletins, regular coverage of project activities in "People's Elected Representative" newspaper, updates on the project website, participation in international, national and local forums and using other tools for disseminating project information.

In 2004, a National Communication Specialist drafted a communications strategy, as part of the previous phase of the project. In 2010, the then STA drafted a second communications strategy. An important component was an upgraded project website with reference materials on public consultations, constituency relations, public hearings and training videos with a special feature for asking questions to experts and among PPCs. It would be an interactive website; and this was considered critical for the success of roll-out of public consultations to 63 provinces. However, the ONA did not approve the communications strategy, and requested that the proposed inter-active website becomes an annex to the NA website. This decision meant that posting documents and responding to queries would be much more time-consuming due to the requirement for approvals higher up in the NA on the website updates. Such procedures would make the interactive tool impossible to function. So, the interactive "roll-out" web site did not move forward and the existing, static website remained online.

According to the proposed 2010 communications strategy, a project communication officer would take the workload for the project's communication and outreach. The project did not manage to recruit a qualified person for this position; and during 2011 no further attempts were made to recruit a qualified person.

In August 2011, the new NPD, the NPM and the new STA agreed on the need to update the project's existing website and to enhance the publication and dissemination of project outputs. The CTA drafted an updated "Note" on the communications strategy. In the absence of a communications specialist, the project proposed to assign one of the existing staff as the focal point for project communication.

The 2012 evaluation team discussed the questions of the project's communication with the PMU. It was explained that priority has been given to communicate through the NA's own newspaper and other national and provincial newspapers, instead of the other tools outlined in the mentioned communication strategies. However, no information was available on the number of publications or articles; the number of visitors of the website or any other measurable data related to the communication results of the project.

The 2012 evaluation team considers that the project has given little attention to the possibilities to more broadly disseminate the information on the activities and results of the project and thus increase the visibility and communication of the project. The 2012 evaluation team noted that the project has not utilized existing communication channels in an optimal way and that there are very few results in terms of communication.

While a project website in two languages exists, its content is not up-to-date.²⁷ Most information is outdated and relates to the initiatives from 2008-2009, while the most recent article is from 2010. Most

²⁷ <http://hoptacquocte.quochoi.vn/UNDP00049114/default.aspx?lang=en-US>

project publications are not yet uploaded on the site. Interactive features are not included, and the web-site is rather static. There exist no regular bulletins or project updates for the external partners. A project brochure is not available. As a result, within the NA, ONA and PPCs, the activities and outputs of the project are not widely known beyond the beneficiaries directly involved in activities.

Not only the PMU, but neither the UNDP CO has done a great job in communicating the work of the project. The Country Office has no meaningful and up-to-date section on parliamentary development on its website.

In the absence of a functioning project website and with limited UNDP CO communication on the project, there is a risk that the knowledge and experience of the project might remain largely unknown after the closure of the project. In addition to uploading the knowledge products on the UNDP Country Office website²⁸, one could develop a dedicated and regularly up-dated page on parliamentary developments, including the knowledge products. It would enhance the institutional memory and enable these knowledge products and project achievements to be distributed and known better after the closure of the project.

Related to the issue of communication is the interaction of the UNDP-ONA Vietnam project with the other parliamentary development projects worldwide. More could have been done, and can still be done, in terms of sharing the experiences and knowledge products with the UNDP DGG community of practice as well as via AGORA, portal for parliamentary development²⁹.

7.7. Cooperation with IPU

Although not mentioned in the Project Document as a project partner, the IPU has contributed to the implementation of the project on several occasions.

During the first years of the project, in particular during 2009 and 2010, there was regular communication with IPU, resulting in a substantial contribution of IPU to a number of selected activities. The STA and the IPU worked together on the program of a Gender Equality Conference in 2009 and IPU facilitated the participation of two international women MPs. IPU also facilitated the presence of two experts for the 2010 “Danang Conference”. An MoU was signed between IPU and UNDP in February 2010, outlining the way in which IPU and UNDP will cooperate. It foresaw that IPU will ensure technical expertise including documentation, identification and recruitment of international parliamentary experts through its roster, liaison with national parliaments and organizational support. It was understood that, in order to be effective, the ToR of the requested support needed to be sent early in advance of every activity, to enable IPU sufficient time to identify and recruit a qualified person. By early 2011, IPU provided technical input to the international expert for the comparative research on public hearings in parliament.

The 2012 evaluation team learned that, despite MoU, the contacts and cooperation between the UNDP Vietnam and the IPU slowed down in 2011; and that in 2012 no requests for assistance were forwarded to IPU. While IPU would like to go beyond ‘headhunting’ for UNDP and be included in the substantive dialogue on how its expertise can best contribute to project implementation, one of the main obstacles to deepening the engagement with IPU has been the changing schedules or short notice by the NA on the areas where assistance is required. The 2012 evaluation team learned that the PMU expects the STA to identify such expertise and that the experts should be available in a matter of two weeks. However, practice has shown that more advance notice than only two weeks is required. A more regular contact of the STA with the Committee chairpersons, in a formal way through the ONA or informally, could help a lot in receiving earlier advance notice of the Committee’s needs for possible international expertise. The development of the annual work plans is another opportunity for a more substantive conversation with Committee chairpersons and vice-chairpersons on the type of international expertise which the project has to offer. If the future UNDP Vietnam parliamentary projects envisage a continued cooperation with IPU, the STA and the IPU focal point for Vietnam can regularly consult on the project’s

²⁸ <http://www.undp.org.vn/publications/our-publications/latest-by-date/?&languageId=1&categoryName=All&pageroffset=10>

²⁹ <http://www.agora-parl.org>

progress and on identified areas for technical assistance. The IPU could introduce more clearly its resource persons in terms of areas of specialization.

The IPU focal point for Vietnam informed the 2012 evaluation team that Vietnam will probably host the Statutory Assembly of IPU in 2014 or 2015.³⁰ This will be an opportunity for the UNDP parliamentary support projects to enhance their cooperation with the National Assembly and to consider, in conjunction with IPU leadership, engaging with the President of the NA, vice-president of the NA and the senior members of the NA Standing Committee in a conversation on possibilities for a more strategic approach to parliamentary strengthening, or any other matter arising from the implementation of ongoing projects at the time.

³⁰ http://talkvietnam.com/2012/10/vietnam-hopes-for-more-support-from-ipu/#.UNaKene69_U

VIII. Lessons Learned

This chapter will draw some lessons learned from the five-years implementation of the parliamentary project in Vietnam. The following 10 lessons learned are not exhaustive, as many more could be added. The evaluation team considers them as rather exemplary in terms of their relevance for approaches and themes in future parliamentary programming.

8.1. Planning for institutional development

This project, under the current phase and under the previous phases, was looking for ways to support the institutional strengthening of the NA and PPCs. Institutional strengthening is the result of a complex process which involves rules and regulations, knowledge and expertise, resources and planning, commitment and vision. Such complex process can best be guided under an agreed comprehensive plan to strengthen the institution of parliament. A Strategic Development Plan for parliament is discussed and agreed upon with all relevant stakeholders in more and more countries.³¹ Once in place, it enables the donors and assistance projects to direct their assistance towards the implementation of this plan. The experience of the current project in Vietnam reveals the limits of what a single project can achieve in the absence of the agreed targets and sequencing priorities of such institutional strengthening plan. If the NA in future would decide to embark upon the process of designing an strategic development plan, UNDP would be well placed to assist, taking into account the accumulated knowledge globally on designing and implementing such plans for parliament.

8.2. Designing a solid Project Document

Good project implementation starts with a good project design, which is reflected mostly in the RRF. A good RRF is critical to give direction to the design and implementation of annual work plans. It also facilitates thorough and fair periodical evaluation of the project implementation. An RRF should not be so ambitious to cover every expectation one can imagine for the support area in question. Key monitoring & evaluation concepts should be introduced in the Project Document and RRF. For example, indicators should be phrased in a way that allows them to function as indicators of measurement of progress rather than as activities.

8.3. Building upon the political momentum

Since the start of implementation in 2008, the project has managed well to build upon the political momentum to develop a more consultative governance system and to solicit the public's input in policy making. Building upon the momentum requires that sufficient time is given for implementation and consolidation of the practices promoted by the project. As implementation of public consultations had gained momentum both at provincial and central level, sustaining the efforts at that moment enables a solid result in terms of building best practices which can help policy makers to make decisions on codification of the best practices.

8.4. Applying management tools consistently

Annual work plans and annual progress reports are some of the management tools at hand. They need to be applied consistently throughout the lifespan of the project. To do so, the annual work plan format needs to be designed based on the expected results and indicators set forth in the Project Document and RRF. When the format is applied consistently over the project years, it allows activities proposed for the year to fit in the overall logical concept of the project. If the format varies over the years, it becomes rather difficult to oversee how the yearly activities have contributed to the achievement of the expected results. In addition, the annual progress reports should not stop at reporting merely on the completion of planned activities. They must also contain a section to reflect upon the results and policy impact of the implementation of the project at the end of each project year. There should be only one template for the progress reports to be used throughout the lifespan of the project.

³¹ <http://www.agora-parl.org/parliamentarystrengthening>

8.5. Developing consistent M&E practices

Monitoring and evaluation (M&E) is an important component of project management. There should be a consistent M&E mechanism designed in the Project Document. Ideally, such mechanism should be run by either an unit / person within the project or within the UNDP Country Office. Parallel to the M&E mechanism, there should also be a mechanism to enable punctual adjustments of the RRF, for instance on the occasion of the MTR. This will ensure a structured flexibility for project implementation, instead of being expected to respond regularly to new requests in an unplanned or ad-hoc way.

One of the key tools for successful M&E is the availability of quantitative data on the performance of the beneficiary institutions and on the results of the project deliverables. Therefore, the integration of data collection mechanisms in future project design should enable more consistent M&E during project implementation and quality assurance.

8.6. Aiming for institutionalization

Many project related documents and work plans expressed the aim for multiplication of piloted activities in the NA and the PPCs, in anticipation that this would provide solid ground for the senior decision makers to move towards central level regulation as the appropriate format for institutionalization. In evaluations of parliamentary programs, sustainability and impact are often linked to the ability to create structures and procedures which ensure that the project achievements will remain in place beyond the project period. The project's multiplication approach, in anticipation of the central level institutionalization of the public consultations and public hearings, was indeed the logical approach to ensure sustainability.

The experience of this project learns that, in case the national institutionalization of public consultation tools does not happen, individual provinces can take the initiative making their own regulation at provincial level. When a province does so, the PPC of that province becomes more confident and more experienced in applying public consultation tools, as the project evaluation team found out in Ha Tinh, HCMC and Binh Thuan.

8.7. Ensuring leadership commitment and access

Leadership commitment and policy implementation consistency are the decisive elements for the success of capacity development projects like the present one. Lack of leadership commitment and implementation inconsistency can cause interruption or stagnation in the project implementation. In case of change in the leadership of the local partner during the lifespan of the project, and in case the new leadership has other programmatic priorities, as was the case with TCER under project component 4, the project management should propose adjustments to the RRF.

Access to the leadership of the parliamentary institution and regular consultations with the chairpersons of Committees are also requirements to make sure that project planning and implementation meets the needs of the individual MPs and of the Committees, which are the main policy platform in parliament.

8.8. Planning for sustainability

UNDP has invested considerable resources in this project and rightly expects that the policy impact and the technical results be sustained after the closing date of the project. This means that the NA will continue to allocate resources for public consultations, that PPCs will continue to be encouraged to implement the tools learned through the project, that the knowledge products will remain accessible and updated if needed, that lessons learned and best practices will not be left aside after the closing date of the project.

One of the ways of planning for sustainability is to draft a "sustainability document" at the very end of the project period.³² This document will list the initiatives which the ONA and the UNDP will take after closing of the project to oversee the continued application of the knowledge gained through this project. The 'sustainability document' could foresee in a quarterly or bi-annual report by ONA on the

³²UNDP Georgia drafted a "sustainability document" at the end of the previous phase of its parliamentary project.

follow-up to the agreed sustainability measures. This quarterly or bi-annual report will provide the basis for any possible future support request, if need be, towards another UNDP project with the National Assembly.

8.9. Accessing international expertise and best practices

To be successful, parliamentary development projects need to find the right balance between domestic expertise and international expertise, between relying on the national legal and policy framework and exploring best practices from other parliaments worldwide. Having worked with three resident Senior Technical Advisors (STAs), the current project confirmed the added value of a STA, who brings international technical expertise, skillful coaching and management advice to the PMU as well as to the UNDP Country Office. Long-term and short-term international experts have provided solid input on a number of technical areas. The project experience revealed that identifying qualified persons is often a challenge and their availability over a longer period is not a foregone conclusion. Searching the right mix of international human resources requires accessing the networks of UNDP, IPU, national parliamentary institutions and personal networks as well. The national counterpart needs to have solid planning and give sufficient advance notice on requested international expertise.

8.10. Recognizing change as a gradual process

Projects usually plan institutional change in a logical and time-sensitive approach. However, changes do not always occur in a logical or timely way. Some changes might happen unexpectedly or not at all; or institutional changes might require more reflection and political arm wrestling than anticipated. Institutional changes often do not happen in a fully fledged way within the lifespan of a project. This is particularly the case for parliamentary projects, as parliaments are political institutions, lead by persons who have a political agenda and whose timing does not necessarily coincide with the timing of a project, even if agreed upon in advance. Flexibility to adjust timelines can be required, recognizing that change is a gradual process. When adjusting a project, maintaining the quality of service delivery needs to remain the criteria. The United Nations has experience and credibility to do so, in particular for running projects with emphasis on national ownership. This has also been one of the strengths of this project in Vietnam.

Annex 1: List of experts and consultants, 2008-2012

2008			
No.	Name of Sub contractor	Start/End date of the sub-contract	Role/Function
1	Ms. Sonia Palmieri	12/5-19/12/2008	International Gender Advisor
2	Mr. Robert Mellor	12/5-19/12/2008	International Training Advisor
3	Mr. Tim McGrath	12/5-31/12/2008	International Adviser in Local Representatives Institutions
4	Ms. Lynette Fay Allison	30/9-5/10/2008	International expert for Workshop on Women's Parliamentary Caucus and Gender Equality Issues in Da Nang,
5	Ms. Souvanpheng Boupphanouvong	30/9-5/10/2008	
6	Ms. Souvanpheng Chathalanone	30/9-5/10/2008	
7	Ms. Tioulong Saumura	30/9-5/10/2008	
8	Mr. Timothy W. Baker	27-31/7/2008	Editor/Reviewer on the Constituency Relations Manual
9	Mr. Pham Duy Nghia	02-25/6/2008	National Consultant for "Constituency Relations: Achievements and Challenges for the Deputies of the National Assembly and Provincial People's Councils
10	Mr. Nguyen Duc Lam	02-25/6/2008	
11	Mr. James William Pender	28/7-31/12/2008	International Consultant for Pilot Public Consultations
12	Mr Nguyen Quy Thanh	14-7/2008	National Consultant for Pilot Public Consultations
13	Mr. Le Van Dieu	14-7/2008	
14	Ms. Nguyen Thi Nguyet	14-7/2008	
16	Mr. Nguyen Chi Dung	-	National Consultant for Pilot Public Consultations in 03 selected provinces
17	Mr. Trinh Ngoc Cuong	-	
18	Ms. Dao Ngoc Nga	-	
19	Mr. Martin Brennan	18-28/8/2008	International experts for seminars: "International good oversight practices in local government"
20	Ms. Felicity Farmer	18-28/8/2008	
21	Mr. Nguyen Duc Lam	15/7-31/12	National Training Specialist
22	Mr. Denis Marshall	15-22/12/2008	International Training Expert
23	Ms. Amelita A. Armit	20/11-02/12/2008	International expert for Enhancing Parliamentary Training Cooperation in Ho Chi Minh city on 01-02/12/2008

2009

No.	Name of Sub contractor	Start/End date of the sub-contract	Role/Function
1	Mr. Nguyen Chi Dung	20/4 – 30/6/2009	National trainers/consultants – Training of Trainers on Methodology
2	Mr. Nguyen Van Me	20/4 – 30/6/2009	
3	Mr. Dang Van Thanh	20/4 – 30/6/2009	
4	Mr Nguyen Duc Lam	20/4 – 30/6/2009	

5	Mr. Tim McGrath	01/5 – 31/8/2009	International Adviser in Local Representatives Institutions
6	Mr. Robert Mellor	07/5 – 30/6/2009	International Training Expert
7	Mr Le Ngoc Hung	01/7 – 31/12/2009	National Consultant for Pilot Public Consultations
8	Mr. Le Van Dieu	01/7 – 31/12/2009	
9	Ms. Nguyen Thi Nguyet	01/7 – 31/12/2009	
10	Mr. Nguyen Chi Dung	01/7 – 05/12/2009	National Consultant for Pilot Public Consultations for 10 selected provinces and NA' CSA
11	Mr. Nguyen Duc Lam	01/7 – 31/12/2009	National consultant for Pilot activities to enhance constituency relations in 03 selected provinces
12	Mr. Nguyen Van Me	01/7 – 31/12/2009	

2010

No.	Name of Sub contractor	Start/End date of the sub-contract	Role/Function
1	Mr. Nguyen Duc Phuong	26/4 – 31/12/2010	Production of video-clips on hearings for dissemination to provinces
2	Mr. Nguyen Manh Cuong	28/4 – 30/11/2010	National consultant - Revision of strategy and ongoing specialize advice provided to MPs delegations regarding application of constituency relations tools including production of relevant guidelines in harmony with assessment recommendations
3	Mr. Hoang Minh Hieu		
4	Ms. Endah Trista Agustuaana	24/5 – 23/6/2010	International Gender expert
5	Mr. Nguyen Ngoc Thanh	01/6/2010 – 31/1/2011	National consultant - Pilot activities to enhance constituency relations in 2010
6	Mr. Nguyen Van Me	01/6/2010 – 31/1/2011	
7	Mr. Nguyen Duc Lam	01/6/2010 – 31/1/2011	National consultant - Public consultation activity 2010
8	Ms. Nguyen Thi Ky		
9	Mr. Nguyen Viet Chuc	25/6 – 31/12/2010	National consultant - Drafting of guidebook for MPs titled "What MPs need to know"
10	Mr. Dang Van Thanh	25/6-31/12/2010	National consultant - Manual for training methodology (this manual will be the tool TCER associate trainers will use when delivering courses for MPs and staff)
11	Mr. Thai Vinh Thang	25/6/2010 – 31/3/2011	Production of study that identifies target audiences, information and communication

12	Mr. Le Ha Vu	25/6/2010 – 31/3/2011	channels to provide the public with information on the electoral process.
13	Ms. Nguyen Quynh Chi	01/7 /2010 – 31/3/2011	National consultant - Drafting of contents of M&E detailed guidelines (preparation of the skeleton of monitoring and evaluation tools for the TCER courses)
14	Ms. Huynh Le Tam	01/7 /2010 – 31/3/2011	
15	Mr. Nguyen Tien Dung	01/7 – 20/12/2010	National consultant -Purchase and deploy distance learning and develop training database for TCER
16	Mr. Kit Dawnay	26/7 – 31/12/2010	International Expert /Representative Institutions

2011

No.	Name of Sub contractor	Start/End date of the sub-contract	Role/Function
1	Ms. Rangita de Silva de Alwis	23/6/2011 – 30/4/2012	International Gender Expert
2	Nguyễn Thị Bắc	6/7/2011-30/11/2011	National experts -Research on legislative processes and procedures.
3	Lê Thị Phương Lan	6/7/2011-30/11/2011	
4	Nguyễn Thị Mai Thoa -	7/7/2011-30/11/2011	National experts -Research report on oversight procedures of the NA and NA Standing Committee
5	Nguyễn Phương Thủy	7/7/2011-30/11/2011	
6	Hoàng Minh Hiếu	11/7/2011-30/12/2011	Guidelines/manual on public consultations and hearings for PPCs produced
7	Nguyễn Thị Kỳ	11/7/2011-30/12/2011	Guidelines/manual on public consultations and hearings for PPCs produced
8	Nguyễn Đức Lam	11/7/2011-30/12/2011	Guidelines/manual on public consultations and hearings for PPCs produced
			Report on lessons learned of PPCs with an ethnic minority population produced
			Guideline on issues to be considered for development of provincial legal frameworks for public consultations produced
			Report on results of the workshop on lessons learned on public consultations by PPCs with an ethnic minority population produced
9	Nguyễn Ngọc Thành	11/7/2011-30/12/2011	Guideline on issues to be considered for development of provincial legal frameworks for public consultations produced
10	Đinh Ngọc Quý	1/8/2011 – 31/1/2012	Support for Public consultation activity conducted by CSA

11	Hoàng Minh Hiếu	1/8/2011 – 31/1/2012	Support for consultation/hearing activities conducted by the Ethnic Council
12	Nguyễn Đức Lam	1/8/2011 – 31/1/2012	
13	Trần Ngọc Định	07/10/2011-30/4/2012	A report will be produced on the organization and operation of the support system of the NA, including the organization and operation of the ONA; advantages for reforming the ONA; international comparative experiences and lessons learned from selected countries regarding parliamentary support systems; and recommendations for the reform of the organization and operation of the ONA
14	Bùi Công Quang	07/10/2011-30/4/2012	
15	Mr. Chu Quang Lưu	10/10-2011-30/11/2011	Organize the interview to get NA deputies' ideas in the questionnaire. questionnaire;
			Analysis and synthesis data and opinions collected;
16	Mr. Trần Đình Tứ	10/10-2011-30/11/2011	Writing a survey report
17	Vũ Như Văn	21/10/2011-30/11/2011	Occupational safety, occupational health
18	Đào Thị Thu An	21/10/2011-30/11/2011	Generalize the model of labor laws and the basic concepts of interest in the Code Project
19	Đặng Thanh Sơn	21/10/2011-30/11/2011	Overall assessment of the constitutionality and legality, structure, texture, and administrative regulations on handling issues related to provisions of other laws
20	Nguyễn Hữu Chí	21/10/2011-30/11/2011	Labor contracts
			Labor dispute resolution and settlement of labor strikes
21	Kit Dawnay	2011	International expert/representative institutions
22	Glen Wiggs	2011	International expert
23	Matti Alderson	2011	International expert
24	Warren Cahill	2011	International expert

2012

No.	Name of Sub contractor	Start/End date of the sub-contract	Role/Function
1	Mr. Hoang Minh Hieu	09/3/2012 – 31/12/2012	National Expert
2	Mr. Nguyen Duc Lam		(i) Provide technical assistance and deliver presentations to the organization of donor dialogue on public consultations and hearings;

3	Ms. Nguyen Thi Ky		(ii) Provide technical assistance to the public consultations/hearings conducted by the Ethnic Council and Committees of the National Assembly
4	Mr. Nguyen Duc Lam	22/3/2012 – 31/7/2012	National expert – Conduct training courses for deputies of Provincial People’s Councils and their staff on public consultations and hearing
5	Ms. Nguyen Thi Ky		
6	Mr. Nguyen Ngoc Thanh		
7	Mr. Nguyen Van Me		
8	Ms. Nguyen Thị Mai Thoa	28/3/2012-30/6/2012	National Expert – Conduct Research on the improvement of legal framework on questioning activity at session of the National Assembly Standing Committee
9	Mr. Nguyen Van Thuan		
10	Mr. Nguyen Duc Lam	20/9/2012 – 19/10/2012	National expert – Conduct training courses on constituency relation skills for PPC deputies and their staff
11	Ms. Nguyen Thi Kỳ		
12	Mr. Nguyen Van Me		
13	Kit Dawnay	2012	International expert/representative institutions
14	John Patterson	2012	International expert
15	Warren Cahill	2012	International expert

Annex 2: List of knowledge products, 2008-2012

No	Documents	Name of authors	Year
1	Baseline report on Constituency relations: achievements and challenges for Deputies of the National Assembly	Pham Duy Nghia Nguyen Duc Lam Kevin Deveau	2008
2	Report on public consultations in 2009	Tim McGrath	2009
3	Report on constituency relations in 2009	Tim McGrath	2009
4	Report on public consultations in 2010	Kit Dawnay	2010
5	Report on constituency relations in 2010	Kit Dawnay	2010
6	Parliamentary Committee Public Hearings And Their Application In Vietnam	Nguyen Duc Lam Hoang Minh Hieu John Patterson Kit Dawnay	2010
7	Conceptual Differences between Public Consultations and Constituency Relations	Kit Dawnay	2011
8	3 year report on public consultations	Kit Dawnay	2011
9	2 year report on constituency relations	Kit Dawnay	2011
10	Guidelines for NA Committees on Public Consultations	Hoang Minh Hieu Nguyen Duc Lam Dinh Ngoc Quy	2012
11	Guidelines for PPCs on Public Consultations	Nguyen Duc Lam Hoang Minh Hieu Nguyen Thi Ky Nguyen Van Me Nguyen Chi Dung Kit Dawnay	2012
12	Guidelines on the institutionalization of public consultations by the PPCs	Nguyen Duc Lam Nguyen Ngoc Thanh	2012
13	Research on reform of organization and operations of the ONA	Tran Ngoc Dinh Bui Cong Quang Warren Cahill	2012
14	Research on the Oversight Processes of the NA and the NA Standing Committee	Nguyen Mai Thoa Nguyen Phuong Thuy	2012
15	Research on legislative processes and procedures of the National Assembly	Nguyen Thi Bac Nguyen Truong Giang	2012
16	Research on the improvement of legal framework for Question time by the National Assembly Standing Committee	Nguyen Van Thuan Nguyen Mai Thoa	2012
17	Public Consultations By PPCs With Mountainous Areas And Ethnic Minority Populations	Nguyen Duc Lam	2012

Annex 3: List of persons interviewed during the 2012 evaluation mission

ONA:

- Mr. Nguyễn Sĩ Dũng, Deputy Chairman

NA's Committee of Social Affairs:

- Ms. Nguyễn Thúy Anh, Deputy Chairman
- Ms. Nguyễn Thanh Trà, Deputy Director General of the Social Affair Department
- Mr. Lâm Văn Đoàn, Deputy Director General of the Social Affair Department

NA's Ethnic Council:

- Mr. Mã Điền Cư, Deputy Chairman.
- Mr. Nguyễn Mạnh Quỳnh, Deputy Director General of the Ethnic Department
- Mr. Sa Văn Kiên, Secretary of the Chairman of the Ethnic Council
- Mr. Tăng Tiến Tùng, Head of General Affairs Division
- Mr. Triệu Văn Bình, Head of Economic Division
- Ms. Vũ Thị Hạnh, Head of Culture and Social Division

NA's Committee on Culture, Education, Children and Youth:

- Mr. Lê Như Tiến, Vice – Chair of the Committee
- Staff of the Department on Culture, Education, Children and Youth of the ONA

PMU:

- Ms. Phạm Thị Bích Ngọc, National Project Director
- Ms. Nguyễn Thị Cẩm Như, National Deputy Project Director
- Frank Feulner, Senior Technical Advisor
- Mr. Bùi Xuân Thủy, National Project Manager
- Ms. Nguyễn Diễm Thanh, Project Assistant

TCER:

- Mr. Trịnh Quốc Thắng, Deputy Director
- Mr. Nguyễn Đức Lam, Head of the Training Division

National Experts:

- Ms. Nguyễn Thị Kỳ
- Mr. Hoàng Minh Hiếu
- Mr. Nguyễn Đức Lam

CILIRES:

- Mr. Hoàng Minh Hiếu, Deputy Director

Department of General Affairs, ONA:

- Ms. Nguyễn Mai Thoa, Deputy Director

Development partners with the NA:

- Vanessa Vega Saenz, Counsellor, Embassy of Denmark
- Vũ Thị Yến, Senior Development Officer, Embassy of Canada
- Laura Mc Kechnie, Deputy Director Economic Growth Office, USAID
- Nguyễn Thị Bích Thủy, Economic Growth Program Management Specialist, USAID
- Reginald Todd, Chief of Party, Vietnam Legislative Research Program, Chemonics, USAID
- Ms. Phạm Thị Lan, Parliamentary Governance Specialist UNICEF

- Ms. Trần Thị Thúy Anh, Programme Officer of UN WOMEN

UNDP Vietnam:

- Bakhodir Burkhanov, Deputy Country Director
- Patricia Barandun, Head of Governance Unit
- Ms. Bùi Phương Trà, Project Officer
- Nicolas Booth, Policy Advisor Justice and Rule of Law

International experts interviewed via Skype:

- Marcia Monge, Former STA
- John Patterson, Expert - Author
- Kit Dawnay, Expert - Author
- Endah Trista Agustiana, Expert-Author
- Norah Babic, Program Officer, Inter-Parliamentary Union

Nam Định People's Council:

- Mr. Trương Anh Tuấn, Standing Member of Nam Dinh Provincial People's Council
- Mr. Đinh Văn Ban, Chief of Staff
- Mr. Lê Quang Minh, Head of General Affair Department

Vĩnh Phúc People's Council:

- Mr. Vũ Xuân Sơn, Standing Member of Vinh Phuc Provincial People's Council
- Ms. Nguyễn Thị Kim Hoa, Chief of Staff
- Mr. Nguyễn Mạnh Thắng, Head of General Affair Department
- Ms. Vũ Thị Minh Trang, Supporting Staff

Bình Thuận People's Council:

- Mr. Nguyễn Ngọc Thành, Standing Member of Bình Thuận Provincial People's Council
- Ms. Lê Thị Kim Phượng, Chairwomen of Culture and Social Committee
- Mr. Nguyễn Văn Nam, Deputy Chairman of the provincial Fatherland Front
- Ms. Nguyễn Thị Hảo, Supporting Staff

Hà Tĩnh People's Council:

- Ms. Phạm Thị Cẩm Tú, Standing Member of Hà Tĩnh Provincial People's Council
- Mr. Phạm Đình Anh, Chairman of Culture and Social Committee
- Mr. Nguyễn Văn Hậu, Chief of Staff
- Ms. Nguyễn Thị Sâm, Supporting Staff

Nghệ An People's Council:

- Mr. Trần Văn Mão, Standing Member of Nghệ An Provincial People's Council
- Mr. Nguyễn Văn Trường, Chief of Staff
- Mr. Trần Văn Vinh, Director of Constituency Affairs
- Ms. Hà Thị Thanh, Chief Accountant

HCMC People's Council:

- Mr. Huỳnh Công Hùng, Council member, Head of Culture and Social Committee
- Ms. Tô Thị Kim Hoa, Deputy Head of Deputy Affairs
- Ms. Nguyễn Thị Trúc Mai, Supporting Staff
- Mr. Đỗ Thanh Tú, Supporting Staff

Annex 4: List of Project Staff, 2008-2012

Title	2008	2009	2010	2011	2012
NPD	Nguyễn Sĩ Dũng	Nguyễn Sĩ Dũng	Nguyễn Sĩ Dũng	Phạm Thị Bích Ngọc (start 3/2011)	Phạm Thị Bích Ngọc
Deputy NPD	Phùng Văn Hùng	Phùng Văn Hùng	Phùng Văn Hùng	Nguyễn Thị Cẩm Như (start 3/2011)	Nguyễn Thị Cẩm Như
NPM	Phạm Thị Bích Ngọc	Phạm Thị Bích Ngọc	Phạm Thị Bích Ngọc	Nguyễn Thị Thái Tiên	Bùi Xuân Thủy
Deputy NPM	Nguyễn Thị Thu Nhân (until 10/2008) Trương Quốc Hưng	Nguyễn Thị Thái Tiên (start 9/2009) Trương Quốc Hưng	Nguyễn Thị Thái Tiên (start 9/2009) Trương Quốc Hưng	Bùi Xuân Thủy	NA
STA	Kevin Deveau (until 8/2008)	Marcia Monge (start 5/2009)	Marcia Monge (until 11/2010)	Frank Feulner (start 4/2011)	Frank Feulner
Training Expert	Robert Mellor	Robert Mellor (until 9/2009)	NA	NA	NA
International Advisor in Local Representative Institutions	Tim Mc Grath	Tim McGrath (until 8/2009)	Tim McGrath (until 4/2010) Kit Dawnay (9-12/2010)	NA	NA
National Communication Specialist	Trần Thu Quỳnh	Trần Thu Quỳnh	Vũ Hải Đăng (start 7/2010)	NA	NA
International Gender Advisor	Sonia Palmieri	NA	NA	NA	NA
Financial Officer	Nguyễn Thị Thu Hương	Nguyễn Thị Thu Hương	Nguyễn Thị Thu Hương	Nguyễn Thị Thu Hương	Nguyễn Thị Thu Hương
Financial Staff	Bạch Thị Ngọc Lan	Bạch Thị Ngọc Lan	Bạch Thị Ngọc Lan	Bạch Thị Ngọc Lan	Nguyễn Thanh Thủy
Administrative Staff	Nguyễn Diễm Thanh Đàm Hải Vân Nguyễn Quỳnh Anh	Nguyễn Diễm Thanh Đàm Hải Vân Nguyễn Quỳnh Anh Bùi Xuân Thủy	Nguyễn Diễm Thanh Đàm Hải Vân Nguyễn Quỳnh Anh Bùi Xuân Thủy	Nguyễn Diễm Thanh Nguyễn Quỳnh Anh	Nguyễn Diễm Thanh Nguyễn Phương Thúy

Annex 5: Biography of members of the VIETBID evaluation team

Franklin De Vrieze has worked on governance issues for 20 years. His main areas of expertise are parliamentary development and good governance programming, implementation and evaluation. A Belgian national based in Brussels, Franklin De Vrieze currently works as an international consultant in parliamentary development on UNDP, European Commission and USAID programs.

As Program Manager of UNDPs Global Programme for Parliamentary Strengthening (GPPS), and currently as international consultant, he has been leading parliamentary identification, formulation and evaluation missions in East Europe, South East Asia, Pacific, Africa and Caribbean. He has conducted functional review and institutional capacities assessments of parliament, with an eye on considerations of effectiveness, outreach and sustainability. He has been working on policy issues relevant to the legislative, oversight and representative functions of parliament. Prior to GPPS, he was the head of an international team working in parliament for 7 years, through the OSCE Mission in Kosovo.

He was the lead evaluator for the 2010 mid-term review of the ONA project with UNDP Vietnam. In 2011 he participated in a scoping mission for a bid to a USAID-funded project with the Institute for Legislative Studies (ILS) of the National Assembly of Vietnam. Also in 2011 he did the peer-review of the UNDP-commissioned *“Study on the NA operations and organization, and recommendations for more effective legislation, oversight and parliamentary decision-making of the XIII NA”*.

During the last 12 months, he has been asked as lead evaluator to review the UNDP parliamentary support projects in Georgia, Zimbabwe and Pakistan. Each of these parliamentary project evaluations were based upon a distinct methodology and took into consideration the *United Nations Evaluation Group’s* Norms and Standards, the relevant political, parliamentary or institutional context and the linkages to other UN interventions with the parliament.

Tô Văn Hòa holds a doctoral degree of laws, which he obtained at Lund University, Sweden in 2006. He has been teaching and doing research on various topics of constitutional law, including those concerning the organization and functioning of elected bodies in Vietnam since 1995. He has been following closely with the reform of Vietnamese governance institutions since then. Thus, Tô Văn Hòa has got extensive experience in reform of Vietnamese governance institutions, including capacity building, training and learning for public officials. He has also obtained in-depth knowledge of the National Assembly and local people’s councils in Vietnam, including how they are organized and function.

Tô Văn Hòa has been working particularly with the National Assembly for 17 years, since 1995. During the last 5 years (since 2007), he has been specifically involved in donor-funded capacity building activities and monitoring activities with/for the National Assembly. He was a member of the mid-term review team for the present ONA-UNDP project so he also has got a thorough understanding of the project as well as its implementation mechanism. Beside that mid-term review mission, in 2008 Tô Văn Hòa was also participated in a final review mission for another UNDP project, whose direct beneficiary is the Vietnam Lawyers Association. Thus, Tô Văn Hòa has got demonstrated project evaluation experience, particularly for those projects with technical support by the UNDP.

Tô Văn Hòa is able to use English language fluently in both oral and written forms.

At Vietbid, Tô Văn Hòa is a senior associate and member of the firm and its division on legal and judicial reform.

Annex 6: Matrix of Project Outcomes and Completed Annual Activities, 2008-2012

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
1. Enhance Policy Dialogue and Aid Coordination						
1.1 Parliamentary Development Strategies Debated and Aid Coordination Promoted		1.1 Organization of one PPF on key legislation and policy debated by the NA	Targets 1: Maintain the current PPF and Donor Dialogue Conference with more in-depth policy issues discussed and promoted. Action 1: Bi-annual Parliamentary Partnership Forums of the NA with the donor community on selected policy issues of common interest	Target 1: Continued established substantive dialogue between NA and international community on parliamentary development and national policy issues. Action 1: Organization of two PPF on key legislation and policy debated by the NA	Activity No. 1: Organization of one PPF on key legislation and policy debated by the NA Activity No.4 Introduction of the book on administrative reform	Target: Continued selected parliamentary development and national policy issues substantively discussed between NA and international community Activity 1. Organization of two PPFs on key legislation and policy debated by the NA
1.1.1 Parliamentary development strategies defined and clearly coordinated with external donors	1. Parliamentary Partnership Forums of the NA with the donor community – two per year, following each parliament session 2. Briefings by the NA for donors on the elections (NA – 2012 and PC-2009)					
1.1.2 Number of anticipated policy consultations organized between leadership of the NA and high level representatives of the donor community	1. Consultative Forum on Parliamentary Development – meeting of the NA leadership with selected international experts (Da Nang Series). To assist in the review of mid-term parliamentary development strategies and donors' assistance in 2007 and 2009 2. Annual National Assembly/Donor Dialogue meeting on the work of	1.2 Annual National Assembly/Donor Dialogue meeting on the work of Representative Institutions	Action 2: National Assembly/Donor Dialogue Conference on Public Consultations	Action 4: Organization of high level Na-Donors forum to assess progress in NA reform process and support requirements		

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
	Representative Institutions 3. Annual PPC/National Assembly/Donor Dialogue meeting on the work of PPCs (after 2009 election)					
1.2. Policy Dialogue on issues of National Importance Promoted		1.4 Seminar on improving mechanisms of supporting MPs in submitting legislative initiatives.		Action 2: Organization of one NA- Donor Dialogue on a selected parliamentary development topic	Activity No. 2 Organization of one NA briefing for Donors on the organization of the electoral process	
1.2.1 Key policy issues promoted and discussed amongst the leadership of the National Assembly	- Research on Policy issues and best practices on policy issues - Policy Seminars – two per year on issues of importance to Deputies (to be determined)					
1.3 Promote Gender Issues within NA & PPCs						
1.3.1 Gender Equality and Women's Empowerment Issues Debated and well reported on	Research on Gender equality legislation in other countries, the challenges facing women members of parliament and best practices in Asia	1.3 Research on Gender Mainstreaming in legislation process in Asian countries - case studies. 2.10 Seminar – "Parliamentary Role in the Monitoring of implementation of gender equality law" for NA and PPC deputies	Targets 2: MPs' comprehensive awareness raised on gender-related issues, gender mainstreaming into legislation. Comparative experience of gender mainstreaming and networking among countries in the region exchanged. Action 1: Research on Gender Mainstreaming in legislation process in Asian countries - case studies (started in 2008)	Target 2.1.4: opportunities identified to enhance more consistent consideration of selected gender equality and women's empowerment issues in the work of NA and selected PPCs including support to women MPs caucus, and actions began. Action 1: Conduction of assessment to identify prospects for mainstreaming of targeted gender equality and women's empowerment	Target 3: Foundations for more consistent consideration of gender equality in the work of NA and selected PPCs are established. Activity N. 1 Initiate implementation of Gender Strategy selected recommendations at both NA and PPCs level	Target 3. Foundations of more consistent consideration of gender equality in the work of NA and selected PPCs. Act. 1. International workshop on women caucuses and gender equality strategy Activity No. 7. Social survey on the implementation of CEDAW convention, law on gender equality and

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
			Action 2: On-the-job training for ONA staff on gender main streaming (in Sweden)	issues in the work of NA and selected PPCs and begin implementation of recommendations.		national target on gender equality. Activity No. 8. Strengthening capacity of Female MPs (Consultative workshop on policy regarding prevention of women trafficking; Dialogue on the improvement of policy analysis skills and presentation skills for female MPs, Dialogue for skill for female MPs)
1.3.2 Networks established between women's groups and women Deputies throughout the region	Asian Gender Parliamentary Caucus seminar organized to exchange experience and share knowledge amongst women Deputies in the Region	1.5 Seminar on ASEAN Gender Parliamentary Caucus and gender equality issues	Action 3: Organization of a seminar of representatives from all women's parliamentary caucuses in the region	Action 2: Organization of regional conference of parliamentary women's caucuses in cooperation with UNDP legislative programmes in Cambodia.		
1.4. Aid Coordination amongst all NA, ONA and PPC projects and programmes						
1.4.1 Better coordination amongst project implementers and managers with projects and programmes with the NA, ONA and PPCs	1. Monthly meetings between all implementers with projects and programmes with the NA, ONA and PPCs 2. Regular meetings of National Project Managers with projects and programmes with the NA, ONA and PPCs 3. Twice-yearly meetings between donors, implementers and the National Project Directors to discuss aid coordination	1.6 Aid Coordination /UN Parliamentary Projects coordinating meeting 1.7 Quarterly meetings amongst technical staff of projects and programmes with the NA, ONA and PPCs 1.8 Regular meetings of National Project Managers and Directors	Target 3: Regular coordination between projects supporting NA/ONA/PPC for better synergies established Action 1: Regular Meetings of National Project Managers and Directors Action 2: Regular Meetings amongst technical staff of projects and programmes with NA/ONA/PPCs	Action 3: Regular NA aid information exchange and coordination meetings between NA projects		

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
1.4.2 Increased cooperation and synergy amongst UN agencies with projects and programmes with the NA, ONA and PPCs	Project takes a lead role in coordinating projects and programmes being implemented by all UN agencies with the NA, ONA and PPCs		Action 3: aid coordination/UN/donors parliamentary projects-coordination meetings Action 3: A joint activity between UN-supported projects (ONA, CFBA and Committee on Youth and Children) or a joint issue paper to promote policy advocacy/advises among different committees.			
2. Strengthening capacities of National Assembly on representative, oversight and legislative functions						
2.1 National Assembly Deputies capacity to represent, contact and effectively interact with their constituencies improved						
2.1.1 Number of MPs, Journalists, NGOs members participating in the policy seminars, and among them, a number of women	Project ensures all ToRs for seminars and policy dialogues include representation of civil society.	Act 1. Study tour to Singapore and Australia on constituency relations Act 2. Viet Nam NA delegation to the 3rd IPU conference “a parliamentary response to violence against women” in Geneva, Switzerland				
2.1.2 Increase in the hours per month that Deputies, particularly fulltime Deputies devote to constituency work	1. Baseline report – “Constituency relations: achievements and challenges for the Deputies of the NA” 2. Provincial Delegation Offices of National	2.2 Baseline report – “Constituency relations: achievements and challenges for the Deputies of the NA	Action 4: comparative study visit on int’l experience on election system Action 5: Consultative seminars for experts and stakeholders on the			

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
	Assembly Deputies are supported to create a greater interaction between Deputies and constituents, including pilot projects for the creation of “store front” constituency offices 3. Prepare Manual on Constituency Outreach for Vietnamese Deputies	2.3 Prepare Manual on Constituency Outreach for Vietnamese Deputies	Draft Amendment Law on NA Election Action 6: Workshop “Improving elected deputies’ skills in overseeing projects/programmes at ethnic minority areas and ethnic policies”			
2.1.3 Increase of citizens’ influence in deputy’s behaviour	1. Study Visit to Japan and South Korea on mechanisms for Deputy-Constituency Interaction 2. Seminar for the dissemination of experience and lessons learnt from Study Tour 3. “Constituency Relations” seminar for Deputies analyzing status of affairs and course of action during next year	2.4 Workshop to share awareness of MPs on the Implementation of E-Parliament strategy 2.5 E- Parliament implementation in a pilot Committee 2.6 Assessment report on upgrading the Website of the ONA's Newspaper on People's Deputies - creating an e-forum to enhance the interaction between the public and MPs, the NA/ONA.	Target 2: Contribution made to the improvement of rules and procedures enhancing constituency relations. Action 1: preparation of summary report on constituency relations in Vietnam Action 2: Upgrading Website of the ONA People's Deputies Newspaper based on assessment report conducted in 2008 Action 3: Seminar(s) on how to effectively develop and carry out constituency relations	Target 2.2.1: 2009 pilot initiatives to renew constituency relations by three provincial MPs delegations assessed and next steps identified and actions began. Action 2: Revision of strategy and ongoing specialised advice provided to MPs delegations regarding application of constituency relations tools including production of relevant guidelines in harmony with assessment recommendations b. Provide training c. Provide technical advice Target 2.2.2: NA further consults the public on		

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
				<p>specific issues under revision in the Law on Election of NA MPs and defines strategy to Inform the public on the 2011 electoral process.</p> <p>Action 1: Consultative Seminar on amendment to NA Election Law including experiences learned from 2009 study mission to New Zealand and South Korea</p> <p>Action 2: Completion of study that identifies target audiences, information and communication channels to provide the public with information on the electoral process.</p> <p>a. Survey</p> <p>b. Workshop</p> <p>Action 3 (added activity): Organization of the workshop on "Organization and operation reforms for the NA's Secretary commission"</p>		
2.2 Strengthen interaction between the National Assembly, Deputies and key societal actors.					<p>Component 3: Operation of the ONA</p> <p>Activity N. 1 CILRES: research on the reform of the operation of the ONA</p>	<p>Component 3: Operation of ONA Act. CILRESL</p> <p>Research on the reform of the operation of the ONA (from 2011)</p>

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
					Activity N. 2 CILRES: completion of public information strategy on elections	Act. 2. An international workshop on reform of organization and operation of the ONA.
2.2.1 Number of contacts between candidates and voters is increased	<p>1. Seminars for Deputies on how to contact voters during an electoral campaign (10 seminars x 50 candidates)</p> <p>2. Baseline report on the capacity of candidates for election to the National Assembly to interact with voters prior to the next National Assembly elections</p> <p>3. A series of public meetings during the next National Assembly elections to provide a greater capacity for candidates to interact with voters</p>				Training workshop on public relations for ethnic minority candidates for the XIII NA legislature.	Act. 9. Workshop on international experience in the development of the constitutions of countries (translation of 2 book on constitution making)

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
2.2.2 Increase in use of electronic media and means of communicating with citizens and stakeholders	1. Baseline-report and development of e-strategy for enhancing information sharing and responsiveness to citizen concerns 2. Implementation of e-strategy to enhance Deputy-Constituency interaction					
2.2.3 Quality of the dialogue between stakeholders and citizens and deputies is enhanced	1. Media Skills training seminars for Deputies 2. Seminars for journalists on “NA interaction with citizens: functions and challenges” 3. Annual advocacy seminar for mass organizations and NGOs on Deputy/Citizen interaction: functions and challenges	2.7 Two workshops on Media Relationship and Skills for MPs				
2.3 Public consultations promoted as a mechanism to improve quality of legislation and oversight practices of the NA						
2.3.1 Number of policy innovations and best practices promoted	1. Prepare and disseminate among Deputies (at all levels), Fatherland Front officials and NGOs ‘comparative best practices report – Public consultations in the	2.8 Prepare and disseminate among Deputies (at all levels), Fatherland Front officials and NGO’s Comparative best practices report –	Target 1: Experience and lessons learnt from the pilot public consultation debated and disseminated towards institutionalization of the activity. The use of public consultations into	Target 2.1.1: Committees legislation and oversight functions further enhanced through application of public consultation mechanisms on specific legislation/policy;	Activity N. 1 Production of guidelines/manual for NA committees on public consultations and hearings and induction sessions (2) with committee staff. Activity N. 3 Selected	Target 1: Elected Committee leaders and full-time MPs and staff increase their awareness of PC and hearing processes and selected

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
	<p>work of parliaments”</p> <p>2. Prepare and disseminate among Deputies (at all levels), Fatherland Front officials and NGO’s “Comparative best practices report – Public hearings in parliamentary Committees: Procedures and Techniques”</p> <p>3. Translate, print and distribute “Consultations with the Public” an EU manual</p> <p>4. Study visit for NA Committee Chairpersons to Japan and Australia to study Public Hearings</p>	<p>Public hearings in Parliamentary Committees: Procedures and Techniques”</p> <p>2.9 Pilot Public consultations – one on a selected draft law and a second on implementation of a law. Reports with lessons learnt prepared and distributed among MPs and policy makers</p>	<p>the works of NA/Committees further promoted.</p> <p>Action 1: Continue pilot public consultation on a bill to be approved by the NA in 2009 (to be decided) and on the oversight of the implementation of the Labor Code with focus on female workers, draft law on people with disabilities, draft amendment law on NA election</p> <p>Target 3: International best practices in Committee hearings introduced and disseminated. Pilot Committee’s hearings conducted</p> <p>Action 2: Produce and disseminate the research report: “Committee hearings and the application into the Viet Nam situation”</p> <p>+ Desk review</p> <p>+ Comparative study visit on public hearing procedures and parliamentary procedure (e.g. privilege, censure</p>	<p>including exploring introduction of public hearings following evaluation of 2009 consultation results and refinement of procedures.</p> <p>Action 1: Organization of a national seminar to assess results and next steps for public consultation processes and preparation and dissemination of report</p> <p>Action 2: Ongoing specialized advice provided to NA committees (CSA and Ethnic Council) regarding implementation of public consultation tools including production of relevant manuals in harmony with assessment recommendations</p> <p>Target 2.2.1: Committee on Judicial Affairs and PPCs oversight functions enhanced with emphasis on monitoring of the judicial sector</p> <p>Action 1: Seminar on oversight of the Judicial</p>	<p>public consultation/hearing activities conducted by:</p> <ul style="list-style-type: none"> - CSA: 1 consultation workshops on the draft Labor Code; - Committee on Culture, Education, Youth and Teenagers: 01 consultation workshop on the development of the draft Law on Advertisement. <p>Activity N. 4 Selected public consultation/hearing activities conducted by the Ethnic Council:</p> <ul style="list-style-type: none"> -Public consultations workshop on “the implementation of housing support policy for poor ethnic minority households in Viet Nam” - Public consultations workshop on “credit policies for the poor ethnic minority households” - Training workshop on public relations for ethnic minority candidates for the XIII NA legislature. <p>Activity N.5 Research on legislative processes and</p>	<p>committees successfully pilot such processes improving legislation and oversight functions.</p> <p>Activity 1. Production of guidelines manual for NA committees on PCC and hearing (since 2011)</p> <p>Activity 2. Research on legislative processes and procedure (since 2011)</p> <p>Act. 5. Dialogue with Fulltime MPs on PC and hearing (combined with the launch of the manual)</p> <p>Act. 6. Selected PC activity by Committee on Culture (2 consultative workshops on draft law on advertisement)</p> <p>Act. 7. Selected PC activity by CSA (2 consultative workshop on labour code);</p>

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
			<p>motions, ...)</p> <p>+ Seminars on the topic</p> <p>+ Pilot hearing at a NA Committee on an issue to be determined</p>	<p>sector with emphasis on tools and skills needed by NA and PPC Deputies and supporting staff</p> <p>Target 2.1.3: Committee on Law conducts more substantive examination of issues to be amended in the Law on the organization of the NA.</p> <p>Action 1: Production of research on NA processes and procedures that require further study and consultation of findings with relevant stakeholders</p>	<p>procedures. This includes: a)research/ b)survey/c)round table discussion/ d) peer - review (pending activities from 2010)</p> <p>Target 2 : Sound recommendations for reform of the Committees and ONA are disseminated for NA leaders' consideration.</p> <p>Activity N. 6 Committee on Justice End-of-term review conference</p>	<p>Consultative workshop on social protection policy for the amendment of the law on social insurance and ordinance on People credited with meritorious service and orientation on poverty reduction; Social survey on the implementation of CEDAW convention, law on gender equality and national target on gender equality.</p>

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
2.3.2 Institutionalization of public consultations for draft laws	<p>1. Seminar “Public Consultations in the work of Parliaments: challenges for the period 2008-2010”</p> <p>2. Prepare and disseminate among Deputies (at all levels) “How to conduct a public meeting” - A Manual for Vietnamese MPs.</p> <p>2. Pilot Public consultations – two per year on selected draft laws. Reports with lessons learnt prepared and distributed among MPs and policy makers</p> <p>3. Institutionalization of public consultation with regard to reviewing draft laws, including revisions to the Rules and Procedures of the Assembly</p>				<p>Activity 1. Production of guidelines manual for NA committees on PCC and hearings;</p> <p>Activity N. 3 Selected public consultation/hearing activities conducted by:</p> <ul style="list-style-type: none"> - CSA: 1 consultation workshops on the draft Labor Code; - Committee on Culture, Education, Youth and Teenagers: 01 consultation workshop on the development of the draft Law on Advertisement. <p>Activity N. 4 Selected public consultation/hearing activities conducted by the Ethnic Council:</p> <ul style="list-style-type: none"> - Public consultations workshop on “the implementation of housing support policy for poor ethnic minority households in Viet Nam” - Public consultations workshop on “credit policies for the poor ethnic minority households” - Training workshop on public relations for 	<p>Activity 1. Production of guidelines manual for NA committees on PCC and hearings (since 2011);</p> <p>Activity 2. Research on legislative processes and procedure (since 2011)</p> <p>Act. 5. Dialogue with Fulltime MPs on PC and hearing (combined with the launch of the manual)</p> <p>Act. 6. Selected PC activity by Committee on Culture (2 consultative workshops on draft law on advertisement)</p> <p>Act. 7. Selected PC activity by CSA (2 consultative workshop on labour code);</p> <p>Consultative workshop on social protection policy for the amendment of the law on social insurance and ordinance on People</p>

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
					<p>ethnic minority candidates for the XIII NA legislature.</p> <p>Activity N.5 Research on legislative processes and procedures. This includes: a)research/ b)survey/c)round table discussion/ d) peer - review (pending activities from 2010)</p> <p>Target 2 : Sound recommendations for reform of the Committees and ONA are disseminated for NA leaders' consideration.</p> <p>Activity N. 6 Committee on Justice End-of-term review conference</p>	<p>credited with meritorious service and orientation on poverty reduction;</p> <p>Social survey on the implementation of CEDAW convention, law on gender equality and national target on gender equality.</p>
2.4	Integrity and ethical behavior promoted as part of parliamentary work					

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
2.4.1 Number of policy innovations and best practices promoted	1. Comparative best practices report – “Anti-corruption in the work of parliaments” printed and widely distributed among Deputies and policy makers. 2. Comparative best practices report – “Parliamentary Codes of Ethics/Conduct” (prepared by UNDP Asia Regional Governance Program) printed and widely distributed among MPs and policy makers 3. Drafting of a Code of Conduct for Deputies					
2.4.2 Parliamentary Committees participating in anticorruption initiatives	1. Seminar “Parliament, integrity and the work against corruption” 2. Seminar “Citizen’s and media involvement in the fight against corruption – international experiences”					
2.5 Oversight practices and rules at the NA improved		Workshop on Gender mainstreaming in legislation				
2.5.1 Number of policy innovations and best practices promoted (with	1. Seminar – “Parliamentary Role in the Monitoring of Poverty Alleviation Plans”		Workshop “Improving elected deputies’ skills in overseeing projects/programmes at ethnic minority areas			

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
poverty alleviation and gender equality as working examples)	2. Seminar: Parliamentary Role in the Monitoring of implementation of gender equality law” 3. Seminar on “International good oversight practices and rules”		and ethnic policies”			
2.5.2 Institutionalization of oversight role of the National Assembly	1. Research report on “The National Assembly and other oversight State institutions: Delineation of responsibilities and cooperation” 2. Pilot Implementation Review Hearings – two per year on selected laws. Reports with lessons learnt prepared and distributed among MPs and policy makers 3. Institutionalization of hearings with regard to reviewing implementation of laws, including revisions to the Rules and Procedures of the Assembly				Activity N. 7: Research report on oversight procedures of the NA and NA Standing Committee.	Activity 3. Research report on oversight procedures of the NA and Standing Committee (since 2011); Act. 4. Research on the improvement of legal framework on questioning activity at session of the NA Standing Committee.
3. Capacities of People’s Councils strengthened to perform the duties entrusted to them as part of ongoing decentralization process						
3.1 People’s Councils deputies’ capacities to represent, contact and effectively interact with their constituencies improved		3.1 Manual on Constituency Outreach for Vietnamese People’s Councils				

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
		3.2 Baseline report – “Constituency relations: achievements and challenges for the People’s Councils of Vietnam”				
3.1.1. Increase in the time deputies devote to constituency work.	<p>1. Manual on Constituency Outreach for Vietnamese People’s Councils deputies</p> <p>2. Baseline report – “Constituency relations: achievements and challenges for the People’s Councils of Vietnam”</p> <p>3. Offices of Provincial People’s Councils are supported to create a greater interaction between Deputies and constituents, including pilot projects for the creation of “store front” constituency offices (in coordination with 2.1.2)</p> <p>4. Seminars on “Constituency relations”. One per year, analyzing status of affairs and course of action for next year</p>		<p>Target 2: Pilot activities improving quality of constituency relations conducted.</p> <p>Action 3: Seminar(s) on how to effectively develop and carry out constituency relations</p>	<p>Target 3.2.1: Initiatives to enhance constituency relations by 3 pilot provincial PPCs assessed and next steps identified and actions began.</p> <p>Action 1: Review 2009 pilots: Organization of seminar to review results and define next steps and preparation and dissemination of report</p> <p>Action 2: Produce revised strategy and, provide ongoing specialized advice to PPCs regarding application of constituency relations tools including production of relevant guidelines in harmony with evaluation recommendations</p> <p>Action 3: Introduce enhanced constituency relations activities in 2 selected provinces:</p> <p>a. ToT training and</p>	<p>Target 2: Implementation of revised constituency relations strategy to renovate the practice by PPC Deputies.</p> <p>Activity No. 1. Organization of national seminar to evaluate constituency relations processes in 2010;</p> <p>Activity No. 2 Revision of constituency relations component strategy through:</p> <ul style="list-style-type: none"> - Research on conceptual differences between constituency relations and public consultations in VN including peer-review and discussion forums with selected experts (1-2); - 3 year report on constituency relations 	Act. 6. 3 training courses on constituency relation skills for newly elected deputies of 63 PPCs

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
				monitoring visits b. Support to provinces to implement constituency relations plans		
3.1.2 Journalists, NGO members participating in policy and advocacy seminars. Among them, number of women	1. Seminars for national and provincial journalists on “People’s Councils and their interaction with citizens” One per year. 2. Seminars for Vietnamese mass organizations and NGOs on “People’s Councils and their interaction with citizens” One per year.					
3.2. Public consultations promoted as a mechanism to improve quality of work in provincial People’s Councils						
3.2.1 Number of pilot public hearings organized by PCs	1. Manual to conduct public hearings in Provincial People’s Councils – two per year in selected Provinces. 2. Pilot public consultations – two per year in selected provinces. 3. Report on pilot public consultation prepared, with lessons learnt prepared and	3.3 Prepare and disseminate Manual to conduct public hearings in Provincial People’s Councils. 3.4 Pilot public consultations – in selected provinces (both consultations on issues prior to a decision and after a decision has been	Action 2: Pilot activities based on recommendations of baseline report to enhance constituency relations Target 1: Public consultations promoted further at PPCs and lessons learnt from pilot activities in 2008 disseminated among all PCs to enhance their	Target 3.1.1: Legislation and oversight functions of ten PPCs further enhanced through application of public consultation mechanisms on specific legislation/policy including public hearings following evaluation of 2009 consultation results and refinement of procedures and; introduction of public	Target 1: Roll out of systematic public consultations to 63 PPCs and successful advocacy for local institutionalization of the practice. Activity No. 1. Organization of national seminar to evaluate public consultation processes in 2010; production of annual	Target 1: Roll out of systematic public consultations to 63 PPCs and successful advocacy for local institutionalization of the practice. Act. 1. Production of Guidelines/manual for 63 PPCs on PC and hearing (from 2011);

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
	distributed among PCs Deputies and policy makers in all provinces. 4. Seminar on experience of Pilot Public consultation held to disseminate experience to other PCs	made by a PPC)	capacities in conducting public consultations Action 1: Continue pilot public consultations in 7 new provinces to test used tools in 2008 Action 2: Continue pilot public consultations in Lao Cai, Nghe An and Ho Chi Minh city using refined/Standardized procedures and tools with focus on hearings, towards the institutionalization of Public consultation in these provinces/city. Action 3: Seminar on experience of using pilot public consultation process and tools held to disseminate experience to other PCs. Action 5: Develop video- clips utilized the experiences from hearings (as a tool used in 2008 pilot public consultations) and disseminate to provinces as a training/reference material	consultations to a larger group of PPCs. Action 1: Review 2009 pilots: a. Organization of a national seminar to review results and define next steps and preparation and dissemination of report (to be combined with: Target 2.2.1, Action 1, Output 2) b. Documentation of public consultation processes in 2008, 2009: collection of information including interviews, preparation of report, dissemination. Action 3: Further roll- out of P-Cons: a. Introduce public consultation activities in 6 provinces: expert advice and training; implementation of consultation plans by provinces	report/documentation lessons learned 2010; and dissemination of annual report of both 2009 and 2010 public consultation activities. Activity No. 2 Production of Guidelines/manual for 63 PPCs on public consultations and hearings Activity No. 3 Production of guidelines on issues to be considered for development of provincial legal frameworks for public consultations building on pilot PPCs experiences Activity No. 4 Roll out of public consultation/hearings processes to 63 provinces through: - Collection and dissemination of lessons learned based on geographical criteria and PPCs with ethnic minority population - 3 year report on public consultations	Act 2. Production of guidelines on issues to be considered for development of provincial legal frameworks for public consultations building on pilot PPCs experiences (from 2011) Act. 3&4. 8 training courses on tools and procedures of PC and hearing for PPCs and supporting staff of the PPCs (combined with the launch of the guidance) Act. 5. Collection and dissemination of lessons learned based on geographical criteria and PPCs with ethnic minority population (since 2011)

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
3.3. Integrity and ethical behavior promoted as part of People's Councils work						
3.3.1 Number of policy innovations and best practices promoted.	<p>1. Preparation of "Comparative best practices report –Anti-corruption in the work of representative institutions" printed and widely distributed among People's Councils deputies and policy makers.</p> <p>2. Comparative best practices report – "Parliamentary Codes of Ethics/Conduct" (prepared by UNDP Asia Regional Governance Programme) printed and widely distributed among MPs and policy makers (prepared in 2.4.1)</p> <p>3. Draft Model Code of Conduct to be presented to all PPCs for consideration.</p> <p>4. Seminar for Deputies on "People's Councils and the promotion of integrity, the work against corruption in Vietnam".</p>					
3.4. Oversight practices and rules at Provincial Peoples' Councils improved						

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
3.4.1 Number of oversight hearings conducted by PPCs (focusing on gender equality and poverty alleviation)	1. Seminar for people's Councils Deputies – "People's Councils in the monitoring of implementation of gender equality law". Supporting preparation and reporting/lessons learnt. One per year. 2. Seminar for people's Councils Deputies – "Parliamentary Role in the Monitoring of Poverty Alleviation Plans" Supporting preparation and reporting/lessons learnt. One per year. 3. Seminar on "International good oversight practices in local government"	3.5 Two seminars on "International good oversight practices in local government"				
3.5. Decision making process of People's Councils enhanced with the participation and contribution of civil society						
3.5.1 Number of key local decisions by People's Councils consulted with NGOs and CSOs	1. Policy Seminars for PCs deputies on innovative policy areas such as: fiscal decentralization, gender budget analysis, urban planning, effective provision of services. 2. Two key local decisions per year debated in public consultative seminars in 3 selected PCs, with the					

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
	participation of NGOs and civil society organizations. Special attention in these consultations will be given to pro-poor and gender analysis.					
3.6. The capacity needs of lower level councils are determined for future reference.						
3.6.1 Assessment of capacity needs of District and Commune People's Councils	Baseline report on the capacity needs of District and Commune level People's Councils to determine training needs and representation capacity.					
4. Improved learning and knowledge sharing systems and instruments in response to the specific needs of the National Assembly and Provincial Peoples Councils						
4.1. Regular Training Programme for Elected Deputies of the National Assembly and ONA staff institutionalized						
4.1.1 Training programme for the batch of NA Deputies 2007-2012 developed and implemented	1. Basic Skills Courses for NA Deputies on (i) law-making, (ii) representation and (iii) oversight functions. (curriculum development, manuals and case studies preparation) 2. Topical Course for MPs and ONA Staff on (i) Poverty alleviation and MDGs, (ii) Supporting the work of MPs and Committees (iii) Functions of Parliament-	4.1 TOT Implementation 4.2 Monitoring and evaluation systems for the learning/training programme established and staff trained 4.3 Training Courses for Deputies and Staff on oversight and decision-making skills	Target 1: Training programme with curriculum developed in 2008 introduced and widely implemented Action 1: TOT courses (3) for TCER teaching staff network (including provincial staff) on the newly developed Training Curriculum. Action 2: Applying newly developed Training Curriculum and Training Needs Assessments, and	Target 4.1: The Training Centre for Elected Representatives (TCER) develop contents of selected training curriculum and coach trainers in preparation for intake of MPs and PPC Deputies in 2011 and delivers pilot distance learning courses for PPC Deputies Action 1: Drafting of guide book for newly elected MPs - "What MP needs to know?"	Activity No. 1 Completion of update of (1) manual for induction to newly elected MPs (initiated in 2010); Action No. 2 Drafting of contents of M&E detailed guidelines (preparation of the skeleton of monitoring and evaluation tools for the TCER courses) Action 5: Purchase and deploy distance learning and develop training	

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
	representation, law making and oversight 3. Skills Course for ONA staff on (i) parliamentary systems and organization, (ii) Supporting the work of MPs and Committees (iii) Functions of Parliament- representation, law-making and oversight. (curriculum development, manuals and case studies preparation) 4. Fellowships (5 for the life of the project) for Deputies and ONA staff to do research at designated international organizations. 5.. Training specifically for women Deputies following consultation with them – especially those representing or belonging to ethnic minorities.	4.4 Development a Training Classroom at the ONA 4.5 Training needs assessment for Deputies undertaken, including women and ethnic minority MPs, to be reflected in training provided to MPs 4.6 Curriculum Development for NA and PPC deputies and staff 4.7 Fellowship for Deputy or ONA staff to do research at designated international organization (3 persons) 4.8 ASEAN Parliamentary Training Centre Conference	M&E procedures in 2008, following pilot trainings to be conducted: a) Training Courses (5) for PPC Deputies (3 on public consultation, 2 on media skills) b) Training courses (2) for Local Support staff – Effective Support for Elected Representatives c) Training courses (2) for targeted groups (eg. Female MPs/Deputies, ethnic minority MPs/Deputies) Action 3: Guiding material on Adult Learning Methodologies - with particular reference to Training for Local Elected Representatives (to be develop to a Handbook at next stage) Action 5: On-going support for TCER staff to develop and institutionalize TNA and M&E procedures (coaching, guidance, etc.)	Action 2: Drafting of contents of M&E detailed guidelines (preparation of the skeleton of monitoring and evaluation tools for the TCER courses) Action 3: Manual for training methodology (this manual will be the tool TCER associate trainers will use when delivering courses for MPs and staff) Action 4: Completion and application of learning and training database Action 5: Delivery of pilot distance learning for PPC Deputies and assessment of lessons learned	database (since 2010)	

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
4.2 . Regular Training Programme for Elected Deputies of Provincial Peoples Councils and their staff institutionalized						
4.2.1 Training programme for the Provincial Peoples Council Deputies 2007-2012 developed and implemented	<p>1. Introduction Course for new PC Deputies after the next PPC elections (curriculum development, manuals, case studies preparation)</p> <p>2. Basic Skills Courses for PC Deputies on (i) law-making; (ii) representation; and (iii) oversight functions. (curriculum development, manuals and case study preparation)</p> <p>3. Specialized Training Course for PC staff on: (i) local government systems and organizations; (ii) supporting the work of local Deputies and the Council; and (iii) functions of peoples councils – representation, law-making and oversight; (curriculum development, manuals and case studies preparation)</p> <p>4. Topical Course for PC Deputies on (i) poverty alleviation & the MDGs; (ii) gender analysis and budget; and (iii) protection of</p>		Action 4: Training Course on "Regulatory Impact Analysis" (RIA) in Belgium for 2 ONA staff/MPs			<p>- 3 training courses on constituency relation skills for newly elected deputies of 63 PPCs;</p> <p>- 8 training courses on tools and procedures of PC and hearing for PPCs and supporting staff of the PPCs (combined with the launch of the guidance)</p> <p>-</p>

Result Levels	Indicators	Activities 2008	Activity 2009	Activity 2010	Activity 2011	Activity 2012
	citizen's rights 5.Training specifically for women Deputies following consultation with them – especially those representing or belonging to ethnic minorities.					
4.3. Training Centre for Elected Representatives (TCER) within the Office of the National Assembly has institutionalized capacities to facilitate the ongoing training activities for Deputies and Staff of the National Assembly and Peoples Councils						
4.3.1 TCER has network of trainers and training institutes That conduct ongoing training for Deputies of National Assembly and Peoples Councils	1. Training for TCER Staff in management and organization 2. Training needs assessment on the needs of Deputies undertaken 3. Network of trainers and training institutions established 4. Academic and administrative systems of the TCER established 5. Monitoring and evaluation systems for the learning/training programme established and staff trained 6. Marketing of the TCER and its learning initiatives among NA and PC Deputies and staff	2 workshops on Training of Trainers	Action 7: Finalize the development of a Multi-Purpose Training Facility (MPTF) Target 2: Program for distance learning for elected representatives developed and applied Action 1: Implementation of Pilot distance support for training Action 2: Development of an Online Learning Database Target 3: the cooperation between parliamentary training institutions of Vietnam and those of other countries in the region further strengthened. Action 1: sub-regional activities with Laos and Cambodia	Action 4: Purchase and deploy distance learning and develop training database Action 5: Delivery of pilot distance learning for elected deputies and their staff and assessment of lessons learned Target 4.2: TCER staff technical/managerial capacities further enhanced Action 1: Identify and support selected TCER staff participating in relevant courses	Target 1 : The TCER improves learning for new MPs and increases its understanding of parliamentary training facilities for the benefit of its institutional reform Activity No. 3:Manual for training methodology - TOT (this manual will be the tool TCER associate trainers will use when delivering courses for MPs and staff) Activity No. 5: Purchase and deploy distance learning and develop training database (initiated in 2010)	